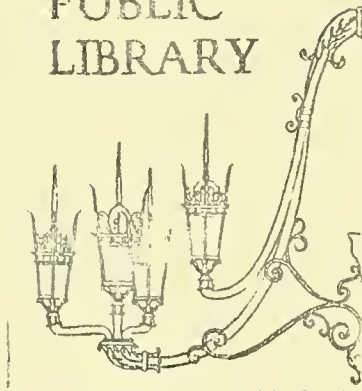


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REC'D JAN 10 1962

CITY OF BOSTON
BUILDING DEPARTMENT

OFFICE OF THE BUILDING COMMISSIONER

Ninth Floor, City Hall Annex

BOSTON 8, MASSACHUSETTS

ADDRESS REPLY TO
THE BUILDING COMMISSIONERROBERT E. YORK
BUILDING COMMISSIONER
THOMAS L. FLYNN
DEPUTY BUILDING COMMISSIONERFRANK J. COUGHLIN
EXECUTIVE SECRETARY

January 10, 1962

GOVDOC

BRA

4179

Mr. E. J. Logue, Development Administrator
City Hall Annex
Boston, Massachusetts

BOSTON PUBLIC LIBRARY

Dear Mr. Logue:

At the request of Mr. Donald Graham I furnish the following statement concerning certain activities of the Building Department for inclusion in a report being prepared by Mr. Graham for transmission to the Federal authorities.

With reference to the codes under the jurisdiction and enforcement authority of this department certain sections of the building code are under consideration for revision. For this purpose an Advisory Committee has been appointed under the chairmanship of Mr. Clark Macomber. This committee is reviewing each of several sections of the building code for which revisions have been prepared by various citizens committees, composed of well-informed individuals in the fields covered by the code sections for which revisions have been proposed. The Advisory Committee has completed its work on the review of Section 29 of the Boston Building Code on Excavations and Foundations. Section 29 on Excavations and Foundations has been transmitted through the Mayor of Boston to the City Council for appropriate action toward adoption. The proposed revision of Part 23 on Live and Dead Loads was completed prior to my term of office on June 5, 1959, and transmitted to the Corporation Counsel for drafting in ordinance form. The Advisory Committee has begun its consideration of revisions proposed for Part 31 Plumbing, for Part 28 Steel and Iron, and for Part 26 on Reinforced Concrete. It is expected that the Advisory Committee's action on these sections will be completed within the next few weeks. The Advisory Committee will thereafter take up in turn, but not necessarily in the order stated, proposed revisions for Part 18 on Exits, and for Parts 14 and 25 on Wood Construction. No revisions have at present been proposed for Part 1 on Administration, but the Advisory Committee will certainly review this part in due course. No other parts of the code have been specifically proposed for revision at this time, but additional parts may be undertaken by the Advisory Committee.

Mr. E. J. Logue, Development Administrator
BRA

-2-

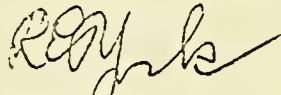
Jan. 10, 1962

The Building Department enforces the State Elevator Code, the State Gas Code, the City Zoning Ordinance, and the City Electric Code, in addition to the Building Code. The Zoning Ordinance has been proposed for revision by the Zoning Commission, otherwise these other codes are not being considered for revision at this time, except that there are weekly meetings of the State Elevator Board which from time to time proposes amendments to the Elevator Code.

With reference to legislation adopted in 1961 affecting City of Boston and under the jurisdiction of the Building Department, I refer to an ordinance passed by The City Council on October 23, 1961, with reference to a new Section 34 of the Boston Building Code on Fallout Shelters, also to an Act of the State Legislature established under Chapter 737, Acts of 1960, approving a Massachusetts Code for installation of gas appliances and gas piping, effective February 1, 1961.

The City of Boston does not use model codes proposed by other organizations, as such, although it is my desire that codes or parts of codes will be revised in accordance with acceptable parts of well-recognized model codes.

Very truly yours,



R. E. York
Building Commissioner

REY:f

CC:Mr Donald Graham
Planning Administrator
BRA
City Hall Annex

BRAfile
fc

1. Massachusetts Transportation Commission. This is a state commission made up of representatives of the City of Boston Traffic Commission, the Massachusetts Department of Public Works, the Massachusetts Turnpike Authority, the Metropolitan District Commission and the Metropolitan Transit Authority. Its assignment is to promote mass transportation.

As its first major task, utilizing a 701 planning grant from the URA, the MTC contracted with professional planning consultants for a comprehensive regional planning survey, analysis and evaluation of all public and private studies previously made for regional planning purposes, including the 701 studies which have been undertaken by over 100 of the 144 communities comprising the Boston Metropolitan Region. Since Boston lacks an official or well-staffed metropolitan planning agency, this MTC study represents a major step in the direction of metropolitan coordination.

2. The Greater Boston Economic Study Committee is privately financed and is concerned with general research related to metropolitan growth. Since the MTC study (see above) includes no new research, the GBESC is cooperating by concurrently undertaking a regional study to result in alternative proposals for land use within a 30-mile radius of the core city and representing some 150 individual municipalities. If funds can be found the GBESC will also undertake a housing market analysis on a metropolitan basis, largely for the benefit of renewal agencies operating within the metropolitan area.
3. North Terminal Area Study. Exemplary of the newly developed coordinated planning between official agencies, municipalities and private enterprise is the work being done on the North Terminal Area Study where decisions of a multitude of official agencies, etc. are vitally important to ultimate development plans for the CHARLESTOWN GNRP (Mass. R-42) because of its strategic location in relation to transportation routes and overall industrial land use patterns. The Massachusetts Port Authority has loaned its Director of Research and Planning, a traffic expert, to act as project director for the North Terminal Area Study. The following agencies are involved in the development of a single master development transportation plan:
 - . Boston Redevelopment Authority
 - . City of Boston
 - . City of Cambridge
 - . City of Somerville
 - . Boston and Maine Railroad
 - . Mass Transportation Commission (newly created by State Legislature)
 - . Metropolitan District Commission
 - . Metropolitan Transit Authority
 - . Massachusetts Department of Commerce
 - . Massachusetts Department of Public Works
 - . Massachusetts Turnpike Authority
 - . Massachusetts Port Authority
 - . Federal Bureau of Public Roads

CITY OF BOSTON



ZONING COMMISSION

1108 CITY HALL ANNEX

BOSTON 8, MASSACHUSETTS

LA 3-5100

January 8, 1962

Boston Redevelopment Authority
1108 City Hall Annex
Boston, Massachusetts

Gentlemen:

The new zoning regulation has been submitted to the City of Boston Law Department for legal review before being forwarded to the Mayor for approval. The zoning regulation will be returned from the Law Department during January 1962 and will then be submitted to the Mayor for final approval. The zoning regulation becomes effective one year after approval by the Mayor. Final effective date of the new zoning regulation will be January or February 1963.

Legislation will be introduced in the current session of the State Legislature to reduce the waiting period of the zoning regulation from one year to three months. If the legislation is enacted the new zoning regulation will become effective during the early fall of 1962.

Very truly yours,

Albert V. Colman
Chairman
Zoning Commission

MEMBERS

Mayor's Selections

ALBERT V. COLMAN
NATHANIEL J. YOUNG, JR.
TIMOTHY J. REGAN, JR.

Associated Industries
of Massachusetts

DAVID F. SUPPLE

Boston Central Labor Union

CHARLES F. SPILLANE

Boston Society of
Civil Engineers

WILLIAM L. HYLAND

Boston Society of
Landscape Architects

STANLEY UNDERHILL

Greater Boston
Chamber of Commerce

ANTONINO P. IOVINO

Greater Boston

Real Estate Board

ROBERT T. FOWLER, JR.

Massachusetts Motor Truck
Association, Inc.

THEODORE W. PAUL

Master Builders' Association
of Boston

ALFRED GROSS

Chairman

ALBERT V. COLMAN

Vice-Chairman

WILLIAM L. HYLAND

Engineer

THOMAS E. MCCORMICK

Secretary

MARY T. DOWNNEY

EXHIBIT H: CONSULTANTS

The list of consultant services below are under contract; they do not include title searches, first and second appraisals, boundary descriptions, and engineering surveys.

1. Application of Section 112 to Development Program.

Julian Levi

2. Economic Feasibility of Rehabilitation

Chester Rapkin

3. Engineering & Utility Studies

Clarkson, Eng.

4. School Study, Survey & Proposals

Cyril Sargent, Harvard University

5. Specifications for Photogrammetric Mapping

Elmer Houdelette

6. Planning Consultant

I. M. Pei

EXHIBIT I: PLANNING DEPARTMENT TECHNICAL EMPLOYEES

Planning Administrator	1
Director of Planning	1
Director of Renewal Planning	1
Director of Comprehensive Planning	1
Acting Director of Transportation Planning	1
Chief of Surveys	1
Chief Planner	1
Chief Planning Designer	2
Chief Planning Analyst	1
Chief Draftsman	1
Architect	2
Principal Planner	4
Principal Planning Designer	1
Principal Transportation Planner	2
Principal Planning Analyst	1
Project Planning Officers	5
Senior Planner	7
Senior Planning Designer	1
Junior Planner	8
Planning Assistant	1
Planning Illustrator	1
Draftsman	8
Data Processing Technician	1

Part I

BOSTON IDENTIFIES ITS PROBLEMS

I-1 NEIGHBORHOOD ANALYSIS

In an effort to identify and measure the extent of Boston's problems, a series of studies and surveys have been conducted in many of Boston's neighborhoods. Extensive neighborhood analysis was conducted in eleven districts covering the entire city during 1959-60 Building Condition and Land Use Survey and analysis have been completed in the city's ten GNRP's. Inspections and dwelling units have been begun in two pilot projects in Dorchester. A survey of all vacant land in the city has been completed.

LONG RUN OBJECTIVES: Within the general objective of "determining what areas are blighted or in danger of becoming blighted and identifying the nature, intensity and causes of blight as a basis for planning of neighborhoods of decent homes in a suitable living environment," the following are specific goals which Boston seeks to achieve over the long run.

- a) Maintain a continuing and up to date inventory of social, economic and physical conditions within the city as a base for measuring progress on Boston's Development program and program for community improvement as well as for providing a base for analysis of conditions and change and for programming renewal, capital improvement and other actions to eliminate blight and correct neighborhood deficiencies.
- b) To establish procedures for continuing neighborhood surveys and analysis as a means for identifying neighborhood needs in a systematic way and translating these findings into a local program of immediate action.

I-1 NEIGHBORHOOD ANALYSIS (cont.)

TARGETS FOR NEXT YEAR: Within the scope of the long run objective the following target is established to be achieved during the next year.

- a) To apply a Community Renewal Program work to further analysis in Improvement Areas.

PROGRESS DURING THE PAST YEAR: In summarizing the progress during the past year, the following highlights stand out as progress made in the area of Neighborhood Analysis.

Following the completion of land use and building condition surveys in the GNRP areas covering 47,117 real estate parcels, a survey in the Dorchester Improvement Area was undertaken and completed covering approximately 23,000 real estate parcels.

A feasibility survey application has been prepared for the Columbia Point area as a first step for determining the possible ways in which the area may be improved.

Studies of street lighting needs have and are being conducted for some Improvement areas and for some areas within the GNRP's that are not scheduled for renewal action in the near future.

A survey and study of Boston's school Buildings was completed during 1962 which identified areas of deterioration in physical plant and made recommendations for dealing with this problem.

Analysis of local circulation needs and improvements in the downtown area as a result of the Massachusetts Turnpike Extension has been completed and a development design of the South Station Area, the terminus of the Turnpike, has been prepared.

Field surveys in the Dorchester Improvement Area have been conducted which included 20,000 buildings and 23,000 parcels.

I-1 NEIGHBORHOOD ANALYSIS (cont.)

A city-wide survey of vacant land has been completed which included over 9,300 parcels and almost 50,000,000 square feet of land.

A. STATUS OF NEIGHBORHOOD ANALYSIS:

<u>Item</u>	<u>Date Completed</u>
Delineation of Neighborhood Areas	1959
Housing Conditions and Blight	1962
Population Characteristics	1962
Adequacy of Community Facilities	1962
Causes of Blight	1962
Blight prevention and elimination program	1962

NOTE: The bulk of this work was completed as part of Boston's planning program in the years 1959-60. Additional work was completed based upon the 1960 Census of Population and Housing. The earlier work as well as the most recent work using Census materials has been and continues to be the basis for programming community and renewal action. Review and updating of this work is proceeding as part of Boston's planning and renewal program. The next comprehensive review, evaluation and updating is scheduled to be a part of a Community Renewal Program for Boston.

B. PROGRESS ON NEIGHBORHOOD ANALYSIS:

As part of the continuing process of updating and maintaining a comprehensive community plan for Boston, an intensive analysis of eleven of Boston's neighborhoods was undertaken in 1959-60. Through this effort the neighborhoods were delineated, their condition and the need for community and renewal

I-1 NEIGHBORHOOD ANALYSIS (cont.)

action was identified, and an action program was sketched out. This work formed the foundation on which the present development and renewal program was constructed.

As part of the city planning and renewal planning effort during the past two years much of the earlier work has been reevaluated and up dated especially in the light of new information made available through the 1960 census and surveys conducted by the BRA.

PLANNING AND ANALYSIS FOR EIGHT GNRP's is in the process of being completed. Together these areas encompass almost seven thousand acres of land and 106,000 dwelling units, almost half of the city's housing stock. During the summer of 1961 a parcel by parcel survey of the use of land and the type and condition of buildings on these parcels was conducted for the eight GNRP's and for two project areas which at that time were GNRP's. Subsequently the information was analyzed and summarized using electronic data processing techniques and the results mapped for visual presentation. The following are the highlights of the statistical analysis.

<u>Item</u>	<u>Number</u>	<u>Percent</u>
Number of real estate parcels.	47,117	
Land area in parcels; 000 square feet.	237,504	
Average size of parcel; square feet.	5,041	
Total number of structures	43,343	100.0%
Very good condition	2,957	6.8%
Fair condition	22,241	51.3%
Poor condition	13,035	30.1%
Very poor condition	5,110	11.8%
Floor area; 000 square feet	251,014	100.0%
Residential	110,571	42.6%
Commercial	69,301	26.7%
Wholesale	10,738	4.3%
Industrial	20,397	8.1%
Institutional	36,559	14.6%
Parking Garage	3,448	1.4%
Vacant floor area	8,403	3.3%

I-1 NEIGHBORHOOD ANALYSIS (cont.)

During 1962 an intensive effort was undertaken to complete the plans for the eight GNRP's. Draft plans for seven of the GNRP's have been complete and the eight, Parker Hill-Fenway, is in preparation. This work is expected to be completed in its entirety during the remainder of 1963.

A STREET LIGHTING replacement program has been carried out and is being carried out by the Public Works Department. However, studies are being made by the planning staff of the BRA of street lighting needs in areas not scheduled for renewal action immediately. This work is being carried out in close cooperation with the City Public Works Department in order to better relate their program of replacement to the timing of renewal action.

The EXTENSION OF THE MASSACHUSETTS TURNPIKE into downtown Boston has generated the need for special kinds of activity within the BRA and the Office of Development. Recognition of the probable impact of the turnpike on the amount of traffic on local streets, which are inadequate to handle large increases, has caused the city to undertake studies closely coordinated with the city Department of Public Works and the city Traffic Commission to plan for the location of turnpike ramps and local street improvements. In addition, the city has become concerned about the dislocation caused by the extension and has volunteered advisory services to the people affected even though the city has no specific responsibility in the matter. The city's involvement results because of the Massachusetts Turnpike Authority not being required to provide relocation services.

In connection with the city's planning efforts to mate the turnpike extension to local conditions, and analysis and design for the South Station area, the terminus of the turnpike extension, was prepared. The development proposal included a parking garage for from three to seven thousand automobiles, a stadium and new commercial and industrial space.

In the DORCHESTER IMPROVEMENT AREA during the summer of 1962 an Exterior Building Condition and Land Use Surveys was

I-1 NEIGHBORHOOD ANALYSIS (cont.)

carried out. Field work consisted of evaluating each structure within the district by examining thirteen exterior elements of each structure in order to arrive at a judgement of one of four possible building conditions. Number of dwelling units, structural type, siding, and information on vacant floor space were also gathered.

Concurrently existing land use was surveyed and recorded in eight general categories and subdivided into fifty-seven minor categories thus permitting any degree of elaboration desired.

Upon completion of field surveys, additional data was gathered from the Assessor and from the Sanborn Atlases.

Approximately 23,000 parcels were surveyed and about 20,000 buildings examined. Forty-five items of information were recorded for each parcel with a building upon it and twenty-five items for each vacant parcel. These data are being utilized for the planning of two pilot areas in Dorchester.

NEIGHBORHOOD ANALYSIS of the remainder of the city, the improvement areas, is being conducted under the city's planning program. This effort is expected to pick up in intensity under a Community Renewal Program for which an application is in preparation. Boston has had a community renewal type program called the Development Program since December 1960. Many of the tasks intended by the federal government to be performed by a CRP are already well underway. The main purpose, therefore, of Boston's application for a CRP is to help the City accomplish its development objectives, to turn ideas and plans into action on the ground. Under a CRP more complete information on housing conditions, characteristics of families affected by poor housing, the adequacy of community facilities will be determined and an overall program formulated for their rehabilitation and conservation.

A VACANT LAND SURVEY was conducted during 1962 and early 1963 using a broad definition of vacant land. Vacant land includes any parcel not containing a permanent structure. Parks, playgrounds, parking lots, rail yards, open storage yards, and cemeteries were also catalogued.

I-1 NEIGHBORHOOD ANALYSIS (cont.)

The survey was designed with two purposes in mind:

- a) A comprehensive description of each vacant parcel.
- b) An analysis of all vacant land within the city using any set of variables such as size, topography, location, use, character, etc.

During August-October 1962 a field survey of vacant land for the Dorchester improvement area was conducted. A form was filled out. The information has been compiled and is in the process of being analyzed.

During September-October 1962, a vacant land survey was undertaken in the Grove area project of West Roxbury. All field and assessor's data has been collected. There is a total of 551 vacant parcels in the area ranging from 563 square feet to 131,000 square feet.

The vacant land inventory should be completed by the summer of 1963. It will be completed for all areas not yet surveyed by autumn 1963 providing the necessary manpower is made available.

An inventory of all land owned by the Real Property Board has been completed. It lists all parcels identified as land, residential in character, of 3,000 square feet or more in single or multiple parcels. 3,021,400 square feet of land fall in this category. Roxbury, North Dorchester, Dorchester and West Roxbury contain the largest number of such parcels. Much of this land is not vacant.

Once the vacant land survey is completed, it is intended that the information will be organized and filed so that data can be made available quickly on every vacant parcel in the city. A system to keep the survey up-to-date needs to be developed. Once this is accomplished a current up-to-date catalogue of vacant land can be made an integral part of the records of the Boston Redevelopment Authority.

The vacant land inventory and survey should be helpful in providing quick, helpful access to information on vacant land in

I-1 NEIGHBORHOOD ANALYSIS (cont.)

the city of Boston. As such, it is an important first step in stimulating development of vacant land and providing a broader tax base and more jobs and homes for the people of Boston.

The findings of this survey may be summarized as follows:

- a) GNRP's: There are about 6950 vacant parcels in the ten GNRP's of which 2214 or 31.8% are over 3,000 square feet; 539 or 7.7% are over 10,000 square feet, and 59 or .8% are over 100,000 square feet.
- b) Dorchester: There are about 2276 vacant parcels in the Dorchester improvement area of which 1678 or 73.7% are over 3,000 square feet; 267 or 11.7% are over 10,000 square feet and 21 or .9% are over 100,000 square feet.
- c) South Bay: There are about 148 vacant parcels in South Bay of which 133 or 89.8% are over 3,000 square feet; 84 or 56.9% are over 10,000 square feet and 25 or 17.0% are over 100,000 square feet. Those areas over 3,000 square feet can be used for residential purposes, while those over 10,000 square feet may be used for small scale commercial development. Only those over 100,000 square feet could be used for large scale commercial or industrial development.

The preparation of BASE MAPS is in process for a portion of the project, GNRP and the Columbia Point areas. This work is expected to be completed for the entire city as part of the Community Renewal Program for Boston.

The BOSTON SCHOOL STUDY was completed during 1962 wherein school physical plant needs were examined for all neighborhoods of the city. The recommendations of this study are already being used in the renewal and project planning and in the city's Capital Improvement Programming effort. The findings of the study include:

I-1 NEIGHBORHOOD ANALYSIS (cont.)

- a) Public School enrollments in Boston have declined steadily since 1933. In 1960 and 1961 this trend was reversed because of changing composition of the city's population and it is expected to continue through 1970.
- b) Boston is faced with the need to abandon a substantial number of substandard buildings simultaneously with providing additional space for increased enrollments.
- c) A new city-wide campus high school is to be constructed by 1965 to house 2,000 students and subsequently to a maximum of 5,500 students in 1970.
- d) By 1975, 71 elementary schools are recommended to be abandoned and replaced by 55 new schools and 12 additions.
- e) The total cost of the schools recommended for construction between 1964 and 1975 is \$96,630,000. Because of available state aid programs, the net cost to the city may be reduced to \$40,567,000.

For the COLUMBIA POINT area, the staff has been engaged in analysis for the purpose of developing a program for its improvement. The area is somewhat blighted by a large public housing project which dominates the locality. This work has led to the preparation of an application for a Feasibility Survey expected to be approved during the spring-summer of 1963.

For the GROVE STREET area planning and analysis is underway at the present time and later this year it is expected that a determination will be possible as to the feasibility of a Survey and Planning effort for the area. The Grove Street project has the problems of poor land subdivision and street layout, inadequate utility services, and extremely difficult soil and topographical conditions which contribute to the blight of this residential area.

I-1 NEIGHBORHOOD ANALYSIS (cont.)

C. FURTHER USE OF DATA IN DEVELOPING SPECIFIC PROGRAMS FOR
ELIMINATION AND PREVENTION OF BLIGHT:

Data gathered in the survey programs for other specific purposes will be made use of in the Community Renewal Program for which Boston will soon apply.

Part II

BOSTON ACTS TODAY

BOSTON ACTS TODAY

Through the process that Boston has gone through of analyzing its neighborhoods to identify blight, its extent and causes, it became apparent that immediate action must be taken in certain critical areas. The actions taken were to initiate renewal action in project areas where planning had been begun and renewal treatment outlined; to initiate project planning activities in project areas where renewal treatment is needed most, and to initiate pilot rehabilitation programs in areas where this course of action is needed and appeared to be most feasible.

II-1 ACTION TAKEN ON URGENT PROBLEMS

LONG RUN OBJECTIVES: Within the general objective of "initiating and carrying on actions for community improvement stemming from neighborhood analysis and planning," Boston seeks to achieve the following specific goals over the long run.

- a) To maintain on a continuing basis an action oriented program of community development and improvement stemming from neighborhood analysis and planning to deal with long standing current problems and urgent future problems as they arise.
- b) To seek out opportunities among private investors for community development and improvement within all neighborhoods of the city.

TARGETS FOR NEXT YEAR: Within the scope of the long run objectives the following targets are established to be achieved during the next year.

- a) To file for approval of a Loan and Grant for three projects in the Early Land Acquisition Phase:

II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

Government Center, Washington Park, South End.

- b) To resolve the course of renewal activities in the Charlestown project.
- c) To file for an Early Land Acquisition Loan in the Waterfront Project.
- d) To begin Survey and Planning Activities in the South Cove project area.
- e) To resolve the course of development activities in the Mattapan and North Harvard Street Projects.
- f) To clear the way for development to begin in the Tremont-Mason Street and the Jamaicaway opportunity projects.

A. PROJECTS IN EXECUTION:

Of the three urban renewal projects in various phases of execution, two are federally assisted.

The NEW YORK STREETS project is well into the execution phase. All of the land available for development has been whole-saled to an industrial broker who in turn is to retail it to specific firms. As of the end of 1962, eighty two percent of the land has been disposed of and new private construction in the project area is valued at \$7.5 million. This project is the first Title One project in Boston; a Survey and Planning budget was approved in 1950 and the loan and grant approved in 1955. The project area includes 22 acres of land on which there were located about 950 dwelling units. During 1962 a concerted effort was undertaken to dispose of the remaining undeveloped land.

The WEST END project is in the execution phase with eighty seven percent of the land disposed of or under contract for

II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

sale or lease. The value of new private construction begun or completed is \$23,000,000. The project area is 47 acres and included about 3,600 dwelling units. The proposed new development will include 2,400 high income dwelling units, a commercial and community center and several public and quasi public uses. The Survey and Planning budget was approved in 1950 and the loan and grant was approved in 1958. During 1962 the construction on the second of four apartment complexes containing 600 units began; a large research-office building was completed; and construction on a residence for retired clergy began.

The WHITNEY STREET project covering about 7 acres is a city financed project not requiring any federal aid. This project is well into the execution phase. One third of the land has been disposed of and developed for residential purposes. The value of the new construction is estimated at \$4.5 million.

B. PROJECTS IN EARLY LAND ACQUISITION:

The GOVERNMENT CENTER project is in the early land acquisition phase. The project plan is essentially completed and is to be delivered to the City Council this spring. Site improvements have been begun with grading work on the Sudbury Street Viaduct, and improvements on the rapid transit tunnel. The foundations for the state office building are under construction. It is expected that construction on the new Federal office building will begin this summer and ground breaking for the new city hall is scheduled for this fall. Plans for private construction are being reviewed and construction is expected to begin soon after approval of the plan. The Government Center project includes 60 acres at the edge of the downtown in which were located some 584 dwellings units and 829 business establishments. The Survey and Planning budget was approved in 1961 and HHFA approval to begin early land acquisition was given during September, 1961.

The WASHINGTON PARK project is in the Survey and Planning phase although early land acquisition has begun. Approval for early land acquisition was given by the HHFA during November 1962. The early acquisition area covers some 44 acres and 834 dwelling units. Early acquisition is a first phase of renewal action in the area and was entered into to accelerate neighborhood improvement and renewal. Relocation activity began late in 1962 and during the first two months of 1963 about one sixth of the families were satisfactorily relocated to suitable accommodations at rentals they could afford.

The SOUTH END project is in the Survey and Planning phase although early land acquisition has begun in the Castle Square portion, an area of 28 acres including 985 dwelling units. Approval for early land acquisition by the HHFA was given during November 1962. Soon thereafter takings were made and relocation began. Demolitions began by mid March. The early acquisition in the Castle Square area is a first phase of an overall program in the South End to be followed later after the approval of the plan by some additional takings.

C. PROJECTS IN PLANNING PHASES:

Planning is proceeding in five urban renewal project areas: Waterfront, SouthEnd, Washington Park, Charlestown and the Central Business District. A Survey and Planning Application for the South Cove project within the Downtown GNRP has been completed. Survey and Planning in this project is awaiting federal approval of the application.

Planning in the WATERFRONT project was begun during 1961 by the Greater Boston Chamber of Commerce. This early phase was privately financed. The basic elements of renewal action in the 104 acre waterfront area were formulated during this period. In December 1962 a Survey and Planning application was approved by the HHFA and work began immediately to translate the earlier work by the Chamber of Commerce into an urban renewal action program for the waterfront area.

' II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

The plan for the SOUTH END project was well developed in 1962. Meetings with the community are being held to discuss the plan and alternatives to it. By May, 1963 a detailed refinement of the plan with recommendations by block and property is expected to be completed. The South End project is one of the city's largest including 566 acres of land and about 20,000 housing units. Planning in the South End began after a GNRP budget was approved in December of 1960. In March of 1963 the HHFA approved a Survey and Planning Budget and thereby established the South End as a project area.

Planning in the WASHINGTON PARK project was completed during 1962 in cooperation and with the participation of the residents. The present project area includes some 500 acres of land and about 8,800 dwelling units. The original Survey and Planning Budget for this project was approved in April of 1959 which was for a 186 acre area. The project area was expanded in 1962 to its present size to include a largely vacant site formerly the location of the Notre Dame Academy and conservation sections which will substantially strengthen the city's neighborhood improvement program.

The CENTRAL BUSINESS DISTRICT project was identified as part of the planning for the Downtown GNRP. During 1962 downtown business men and other persons interested in the downtown formed a group called the Committee for the Central Business District and raised funds to begin project planning for this project area. Their work is nearly complete now and with the approval of a Survey and Planning Budget in January, 1963 work has begun in translating this earlier privately financed planning work into an urban renewal action program. The project includes 159 acres of land and almost 4,500 business firms.

Planning in the CHARLESTOWN project was well developed during 1962. The plan is presently in the process of being discussed with the community before the early land and plan proposals can be completed and submitted for local and HHFA approval. The Charlestown project area includes about 500 acres of land and about 6,400 dwelling units. Originally Charlestown was a GNRP and a planning budget was approved in December of

II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

1960. In March 1962 a Survey and Planning budget was approved by the HHFA establishing Charlestown as a project area.

The preparation of a General Neighborhood Renewal Plan for the Charlestown area began in 1961 and continued into 1962. In connection with the GNRP an important study carried out by consultants was completed in 1962. First, the North Terminal Area Study, a study of the transportation problems in the North Station and Charlestown areas was undertaken in cooperation with the City of Boston and with ten other agencies and municipalities to develop a coordinated transportation plan for this area. This study was published and endorsed by the participating agencies in August. This study is significant in several respects but primarily because it represents ten public agencies and municipalities and a railroad working together to develop a transportation system to serve this area which recognizes the needs of the residential, industrial, and regional uses.

In March, 1962 a committee of the State legislature held a hearing on a bill that calls for the removal of the MTA overhead structure from Main Street, Charlestown and relocated the line to the southwest in the Boston and Maine Railroad yards.

In April the Urban Renewal Administration approved a Survey and Planning Application to prepare an urban renewal plan for the first Charlestown project. With the subsequent execution of a contract for a planning advance for \$396,000 with the Federal Government in August, planning and preparation of the documentation for the Charlestown project got underway.

Engineering services were contracted with the firm of Edwards and Kelcey, Inc., to inventory all streets and other public utilities and facilities in order to determine and recommend needed improvements and needed new facilities.

A Land Use Study of the project area is being prepared to analyze the most desirable utilization of land consistent with the residential, commercial, and industrial objectives for the areas.

II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

As planning and analysis of the project area progressed, it became apparent that the delineation of the original project area was inadequate if the objectives of expanding the residential community was to be realized. Late in November the Authority adopted a resolution to change the project boundaries and include in the project additional areas requiring redevelopment.

During the latter part of 1962 the Staff developed a plan for Early Land Acquisition. The main purpose of this proposal was to construct new housing prior to the demolition of existing dwelling units, thereby making some housing available in advance of relocation needs. A public hearing to consider the Early Land Acquisition proposal was held on January 7, 1963, at the Edwards, Jr. High School, Charlestown. Following the public hearing the Charlestown Staff proceeded to complete a proposed over-all renewal plan for Charlestown during February. In order to make this plan easily available to Charlestown residents, an Information Center was opened in the Charlestown Branch of the Public Library during the latter part of February.

D. OPPORTUNITY PROJECTS:

The four opportunity projects are located outside of the C areas but which are consistent with the improvement of these areas. These projects are small and represent an opportunity to abet small private developments.

The NORTH HARVARD STREET project is a 6 1/2 acre project located in Brighton near present buildings of Harvard University. If the land were not developed for private residential purposes, it would in all probability be put into a tax enclosure within the next several years.

In 1962 an Urban Renewal Plan and accompanying Application for Federal assistance was prepared, approved by the Authority and the City Council and submitted to the Federal Government.

for review and approval.

The area is proposed to be developed under the provisions of Chapter 121A of the Massachusetts General Laws. The present ten-story structure will contain 280 apartment units with rents ranging from \$175 to \$275 per month.

Besides eliminating a badly deteriorated area where house surveys indicated over 50 per cent of the structures to be sub-standard, the development will increase the present yield to the city approximately ten times.

The MATTAPAN project has been considered by the city for some ten years. The site is a large tract of predominantly vacant land in the Mattapan District. The present 42 1/2 acre area contains twenty four families. Problems of topography, drainage, age, and nonexistent and obsolete street patterns have prevented any effective private development. Only three new houses have been built since 1927 and over half the area has become city-owned because of tax delinquency.

In 1962 the Authority supported a proposal for the construction of two-story structures housing some 400 garden-type apartments to rent for \$115 to \$150.

Throughout 1962 planning proceeded at an accelerated pace. Ample open space was provided in the plan; good landscaping was insured; and a 5 1/2 acre public park was set aside. The Boston School Committee agreed to construct a school in the area nearby and an expenditure of approximately \$750,000 was designated for street and utility improvements.

A special provision of this proposal calls for the relocation of structures wherever possible and if the owner so desires into a specific area designated for that purpose. The area designated is particularly attractive because it is contiguous to other single-family development nearby and also adjacent to the proposed public park.

Following a public hearing in the fall of the year, the Authority approved the Urban Renewal Plan. City Council, after further hearing, postponed a final vote to permit



II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

additional time for wider public dissemination of the proposal.

The Authority has undertaken a program of public information in the neighborhood adjacent to the urban renewal area. This program consists of personal and telephone contacts, small informal house meetings, and direct mailing of a brochure and a letter from the Mayor. The goals are to eliminate misunderstanding and misinformation, to develop support for the development, and to solicit opinions, suggestions, and views respecting the planned development: four hundred 221 (d) (3) units. It is unlikely that construction will be under way in 1963.

The TREMONT-MASON STREET project was approved in December, 1962 as a non-assisted private development which will result in the construction of a 10 million dollar 25-story apartment building fronting on Boston Common.

Besides providing a substantially increased tax yield to the city, the development will provide a continual annual income of \$42,000 per year to the George Robert White Fund, which owns four obsolete buildings on the site. Five other obsolete structures will also be demolished. This project represents the first step in putting into effect a long range renewal program for the retail core of the city.

The proposed plans for the apartment building call for the first floor and mezzanine to be devoted primarily to retail uses; two or three underground levels and the second through fourth floors will be utilized for parking; the fifth floor will house restaurant and recreation facilities and the top twenty floors will contain approximately 375 efficiency, one and two-bedroom units.

The project time-table calls for demolition, site improvements and the beginning of construction in 1963. Completion is scheduled for 1965.

The JAMAICAWAY project was initiated at the close of 1962 when the Boston Redevelopment Authority received an Application under Chapter 121A of the General Laws for consent to

II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

construct a 30-story 262-unit apartment tower, 18 two-story town houses and apartment facilities on a four-acre tract of land at the corner of Jamaica Way and Perkins Avenue. The tower will contain 203 one-bedroom and 59 two-bedroom units. The town houses will be three-bedroom duplexes. Rents will range from \$185 to \$325 per month.

The tower plan was selected to leave a maximum of open land avoiding impinging on abutting properties and avoiding block type massive construction along the Jamaica Way. The town houses are intended to serve as a visual bridge between the tower and the existing structures in the immediate neighborhood. Design and facade of structures have received particular attention.

The total estimated cost of the development will be about 7 million dollars, and the tax revenue will be fifteen times the present income. The Authority scheduled a hearing on the project in January. It is expected that construction will begin this year.

Opportunity projects constitute testimony to private investor faith in Boston's future. Not many years ago developers preferred to go to the suburbs; so many more are coming into Boston. It is to the city's advantage to utilize those areas not realizing their full economic potential for medium-price housing. The Authority strives for creditable design, good land use and particular care in the relocation of families affected. While this type of development could and does occur in the city without involving the Authority, the Authority is prepared whenever and wherever possible to utilize Federal and state renewal laws to accomplish this purpose.

E. FEASIBILITY SURVEY:

An Application for a Feasibility Survey in the COLUMBIA POINT area has been prepared and submitted to the Regional Office of URA for approval. It will make possible intensive engineering studies and some housing market evaluation in order

II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

to determine whether an urban renewal project is feasible on Columbia Point in the near future. Also, sketch plans have been prepared and contracts with all owners of land on the Point initiated.

Plans for Columbia Point are being prepared in cooperation with the Housing Authority. It is anticipated that by the summer, a plan for the future development of Columbia Point and a program for the immediate remedying of the housing project will be prepared; also, it will determine by then whether it is feasible and desirable to proceed with an application for survey and planning lands for an urban project.

F. REHABILITATION

In WASHINGTON PARK REHABILITATION efforts have begun. On February 5, 1963, a project rehabilitation office was opened within the larger of the two "early" rehabilitation areas the Washington Park project. These areas have been approved by FHA for mortgage insurance purposes under Sections 203 and 207 of the National Housing Act on an interim basis until the project area is certified by HHEA for Section 220 mortgage insurance purposes.

Since the opening of the office, the rehabilitation staff has worked on 85 individual properties containing 495 dwelling units. The location of these properties and the status of rehabilitation work is indicated on the attached list and can be summarized as follows:

- | | | |
|----|--|---------------------------------------|
| a) | Work contracted or in progress | 6 properties containing
55 units |
| b) | Work in planning | 65 properties containing
401 units |
| c) | Initial interest | 14 properties containing
39 units |
| d) | Total | 85 properties containing
495 units |

II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

At this time, the FHA local insuring office has promised favorable action on two (2) properties containing 46 units with an approximate mortgage amount of \$100,000.

The "early" rehabilitation areas in the Washington Park Renewal area have the following characteristics:

Area A: 236 residential buildings
1248 dwelling units
42.9 net acres

Area B: 41 residential buildings
127 dwelling units
5.5 net acres

A letter has been mailed to property owners in these areas informing them of (1) the location and the regular and special evening office hours of the project rehabilitation office, (2) the availability of rehabilitation loans and mortgages, (3) the availability of BRA staff guidance in property surveys, design, construction, cost, and financing, and (4) participation of the city's home loan banking institutions in the rehabilitation program and the availability of staff from the "Boston Banks Urban Renewal Group" at the project rehabilitation office. A copy of this letter is attached.

The rehabilitation staff activities at the project rehabilitation office include assistance to (1) all property owners in "early" rehabilitation areas, (2) property owners and private developers outside these areas who are prepared to rehabilitate multi-family rental housing for relocation purposes, (3) displaced persons who desire to take advantage of the provisions of Section 221 (d) (2) of the National Housing Act through the purchase and rehabilitation of "new" housing accommodations, and (4) Action for Boston Community Development (ABCD) and the Boston Housing Authority (BHA) which are planning the rehabilitation of properties for low-rent housing and management purposes, and (5) property owners outside of "early" rehabilitation areas who are determined to go ahead with rehabilitation work using personal funds or conventional financing. The 85 properties can be classified in terms of these activities as follows:

II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

- a) 17 properties, containing 146 units in "early" rehabilitation areas.
- b) 4 properties, containing 102 units of multi-family rental housing for relocation purposes.
- c) 5 properties, containing 9 units of Section 221 (d) (2) sales housing for relocation purposes.
- d) 48 properties, containing 208 units for low-rent housing purposes.
- e) 11 properties, containing 30 units of private housing outside of "early" rehabilitation areas.

In addition to the work noted above, the staff of the rehabilitation office has (1) developed property survey forms and cost estimating sheets, (2) commenced a systematic survey of all structures in "early" rehabilitation areas; (3) developed a system of filing, designed to provide a continuous history of every structure surveyed, (4) prepared a list of qualified remodeling contractors, (5) developed bidding forms, bidding instructions, and "Basic Specifications" for rehabilitation work to be used by both property owners and contractors, (6) reviewed rehabilitation standards, credit analysis and mortgage insurance application procedures with staff members of both FHA and the Boston Banks Urban Renewal Group, (7) collaborated with the staffs of both ABCD and BHA to prepare initial survey and design materials for properties both within and outside the project area which might be rehabilitated for low-rent housing and management purposes.

In CHARLESTOWN REHABILITATION is recognized as an important part of the renewal and improvement of the area. During the past year progress has been made upon a Plan for Charlestown which is being formulated with recognition of the expressed desire of the community to preserve homes and retain an awareness of the historic landmarks and fine architecture extant in the community.

In this latter connection work was undertaken and completed

II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

by the Boston Historical Conservation Committee which classified all buildings except municipal and commercial structures by architectural style and merit.

The major element in the proposed plan is accordingly the preservation of over 80 per cent of the existing private housing units, and a part of this element will be the rehabilitation to decent, safe, and sanitary standards of those units within the 80 per cent which are presently below standards.

The standards which have been established for rehabilitation are in accordance with the requirements of the Boston City Building Code, the Health Code, and with Federal Housing Administration requirements. FHA loan insurance for rehabilitation being thus assured with the adoption of the plan.

Progress is being made to support private rehabilitation presently underway within the community by initiating two programs aimed at effecting rehabilitation before plan certification. The first will make possible the disposition of properties presently held by the City as Tax Title Possession conditional upon rehabilitation to specifications in accordance with rehabilitation standards and within a reasonable time limit. Over thirty dwelling units are presently included in this program. The second program is presently being negotiated with the Federal Housing Administration and is based upon the possibility of securing assurance of the FHA of acceptance of mortgage insurance on an interim basis under Sections 203, 207 and 221 of the National Housing Act until plan certification is obtained. This second program a Pilot Area Rehabilitation Program, will include at least 270 dwelling units. Each of these programs is expected to be in action during this summer. Concurrently, the BRA in Charlestown will offer a rehabilitation advisory service devised to indicate home deficiencies to home owners and to offer design and improvement suggestions with emphasis upon the preservation of antiquity and the architectural findings of the Historical Conservation Committee.

A third program of community-wide rehabilitation will be initiated with plan approval. There is no doubt that Charlestown residents are positively interested in home preservation.

II-1 ACTION TAKEN ON URGENT PROBLEMS (cont.)

and appreciable progress is expected in rehabilitation during 1963.

Rehabilitation in the SOUTH END embodies two objectives: economic feasibility and sound design standards. The latter objective comprises structural requirements, contemporary living needs, and aesthetic compatibility with the best characteristics of the area.

A full-scale rehabilitation program will not be initiated until an acceptable project plan for the South End is obtained and appropriate minimum and desirable standards are decided. These prerequisites should be achieved by the end of 1963 or by early 1964. In the meantime, in November 1962 a pilot rehabilitation block was designated in an area clearly suitable for rehabilitation and conservation. A field office was established nearby to conduct this pilot program and to serve as a clearing house for rehabilitation consultation and studies. At least two additional demonstration rehabilitation programs are expected to be underway by summer of 1963: release of certain tax-title properties to experienced developers for controlled trial projects and to the Boston Housing Authority for rehabilitation public housing. Out of all of these demonstration projects, which will involve the use of various materials and construction techniques, will come conclusions on costs and standards pertinent to housing needs and existing incomes in the South End.

To supplement this experience with that of other cities, rehabilitation personnel have visited rehabilitation projects in the following cities: Baltimore, Cincinnati, and New Haven.

All available FHA loan programs will be employed in financing rehabilitation in the South End. Several local banks have already indicated their willingness to supply the financing once FHA certification is made. An FHA home improvement loan granted in February 1963 by a local bank to a property owner in the rehabilitation pilot block - the first in a Boston urban renewal project - is a first manifestation of this willingness.

II-2 CODES AND ORDINANCES

LONG RUN OBJECTIVES: Within the general objective of "to assure adequate standards of health, sanitation and safety through a comprehensive system of codes and ordinances which state the minimum conditions under which dwellings may lawfully be occupied," the following are specific goals which Boston seeks to achieve over the long run.

- a) Establish a system of official and advisory official permanent bodies to regularly review and evaluate some or all of the provisions of each of the codes working closely with the enforcement agencies concerned.
- b) In conjunction with the Urban Renewal Program establish and maintain city wide standards for rehabilitation and occupancy and to expand and update codes to embody these provisions.
- c) To expand the city's program for the rehabilitation of housing via code enforcement to include all areas of the city needing this attention.
- d) Work towards establishing improved techniques, procedures and facilities for obtaining compliance to codes.

TARGETS FOR NEXT YEAR: Within the scope of the long run objectives the following targets are established to be achieved during the next year.

- a) To complete the draft revision of Part 23 of the Building Code, "Live and Dead Loads," and submit it to the City Council for approval and enactment.

II-2 CODES AND ORDINANCES (cont.)

- b) To complete the draft revision of Parts 26 and 28 of the Building Code on "Reinforced Concrete" and "Steel and Iron."
- c) The preparation and progress in the preparation of additional parts to the State Sanitary Code.
- d) To complete code enforcement programs in the two Dorchester pilot project areas.
- e) To initiate concerted code enforcement activities in new areas of the city.
- f) Test out rehabilitation standards in renewal areas, particularly Washington Park and South End.
- g) To make final revisions in the Zoning Ordinance readying it for adoption late this year and next year.

PROGRESS DURING THE PAST YEAR: Two goals were established in the last progress report on Boston's Workable Program for Community improvement. One goal was achieved and work was begun in achieving the other.

With respect to the review and revision of the Building Code, the targets established in the last Workable Program have been met. Specifically, Part 29 on Foundations for which revisions had been completed were approved by the City Council and are now officially part of the Building Code. Part 23 on Live and Dead Loads for which the revisions had been completed by the Advisory Committee was transmitted to the Corporation Council for drafting in ordinance form and is to be presented in the near future to the City Council for adoption. While the Advisory Committee was just beginning its consideration of the parts dealing with Plumbing (31) and Steel and Iron (28), technical committees have been established to review these parts and their work is well under

II-2 CODES AND ORDINANCES (cont.)

way. Though consideration by the Advisory Committee had not yet been given to the review of those parts dealing with Egress (18), Wood construction (14 and 25) and Reinforced Concrete (26) at the time of the last report of progress on the Workable Program, at the present time technical committees for these parts have been established and their work has begun.

Last year the progress report on Boston's Workable Program established as a target the preparation of rehabilitation standards for the entire City. On May 22, 1961 Mr. Richard X. Tyrrill, Acting Director of the FHA's Boston office, indicated that "a comparison has been made between the City of Boston Building Code, the Boston Fire Prevention Code, the Boston Health Department's Minimum Standards for Human Habitation, and the FHA Minimum Property Standards . . . (and) it seems that the aforementioned City of Boston Codes are adequate, with the exceptions noted herein, to bring properties up to an acceptable level as far as FHA Minimum Property Standards are concerned for residential structures," The exceptions were with three sections of the Minimum Standards of Fitness for Human Habitation:

- 1) Cespools are not allowed by FHA
- 2) Space requirements should be based upon minimum room sizes.
- 3) Ceiling heights of 7'6" is the FHA's present standard.

This matter of rehabilitation standards has been looked into extensively in Boston's most advanced renewal projects where rehabilitation is an important part of the plan. The problems indicated above are nearly ironed out as a result of a meetings between the Development Administrator of the Boston Program and members of his staff and several representatives of the Washington and regional offices of the FHA and URA. A meeting was held in Washington on February 8, 1963 wherein the rehabilitation provisions of the Boston renewal plans were accepted by the FHA almost entirely for carrying out rehabilitation in Boston. Complete revision and acceptance by the FHA is expected in this spring.

II-2 CODES AND ORDINANCES (cont.)

A. CODES ESSENTIAL TO COMMUNITY IMPROVEMENT:

<u>Code</u>	<u>Date Adopted</u>	<u>Amendments</u>
BUILDING	Adopted originally in 1938 with a comprehensive revision and amendment adopted by the City Council on May 15, 1943	Oct. 2, 1962; new section adopted on "Foundations." Oct. 25, 1961; new section adopted on "Fallout Shelters." April 21, 1959; amendment to change Board of Examiners to its present structure. April 3, 1958; amendment on lien procedures. Dec. 31, 1957; amendment on approval of materials. Nov. 23, 1954; amendment to permit one stairway in a single family house less than three stories in height. Oct. 19, 1948; amendment changing the allowable stress in steel. June 14, 1945; three amendments: (i) definition of building changed to exclude tents, stands, etc., (ii) allow the Commissioner to permit temporary stands, etc., and (iii) windpressure.

II-2 CODES AND ORDINANCES (cont.)

<u>Code</u>	<u>Date Adopted</u>	<u>Amendments</u>
		July 11, 1950; amendment on signs allowing plastic wood in certain cases.
FIRE PREVENTION CODE	Adopted originally in 1959. The code was formulated along the lines of the National Board of Fire Underwriters Model Code.	1962; amendment authorizing the Fire Department to call on other than the Department of Public Works to abate serious rubbish conditions.
		March 28, 1962; State Legislature gave required state approval to the code (Ch. 314).
ZONING	Adopted originally in 1924 (Ch. 488 of the General Laws) by the State Legislature.	The City of Boston has no home rule for Zoning; the State Legislature passes and amends the City's Zoning Ordinance. There have been 24 amendments to the Ordinance; the first in 1925 and the last in 1959. A complete revision of the Zoning Ordinance for Boston has been in process since 1953 and is near completion.
ELECTRICAL CODE	Originally adopted in 1898 under the provisions of Chapter 268 of the General Laws.	No amendments; based upon the National Electrical Code.

II-2 CODES AND ORDINANCES (cont.)

<u>Code</u>	<u>Date Adopted</u>	<u>Amendments</u>
GAS CODE	Originally adopted in 1960 under the provisions of Chapter 737 of the General Laws.	No amendments; it is the code for the State.
ELEVATOR CODES	Originally adopted in 1950 under the provisions of Chapter 143 of the General Laws.	There are two parts to the code. Part I deals with elevators and escalators installed prior to March 9, 1950; Part II deals with installations subsequent to March 9, 1950. Amendments are made often by the Board of Elevator Regulations of the Commonwealth Department of Public Safety. The Board meets weekly and the amendments are too numerous to tabulate.
MINIMUM STANDS. OF FITNESS FOR HUMAN HABITAT'N	Adopted originally Sept. 27, 1956; the code was modeled along the lines of the American Public Health Association proposed ordinance; Standards of Fitness for Human Habitation.	July 10, 1961; amendment makes owners of all dwellings responsible for providing and maintaining facilities for storing rubbish and garbage.
AIR POLLUTION REGULATIONS	Adopted originally in 1960; Section 142A and 5B of Chapter 111 of the General Laws.	No amendments.

II-2 CODES AND ORDINANCES (cont.)

B. PAST YEAR'S WORK OF COMMITTEES ESTABLISHED FOR CODE STUDY:

On August 23, 1961, the Mayor announced the appointment of a new Boston Building Code Advisory Committee to review and update the City's entire Building Code. This action was taken in response to request from various civic and professional organizations such as the Boston Real Estate Board, private developers and large-scale investors, mortgage and commercial bankers, the Boston Society of Civil Engineers and the Boston Chapter of the American Institute of Architects.

Subsequently, a number of technical committee's were established each to recommend revisions to separate parts to the entire code. At the present time the following technical committees are formed and in operation.

- Part 23; Live and Dead Loads.
- Part 29; Foundations.
- Part 28; Steel and Iron.
- Part 26; Reinforced Concrete.
- Part 31; Plumbing.
- Part 18; Egress.

During the past year the technical committee on Foundations completed their work and submitted their revisions to the City Council which approved them. The revisions on Foundations are now in effect.

Earlier this year the technical committee on Live and Dead Loads completed their revisions and they are scheduled to be submitted to the City Council in the near future.

During March of 1963 the committee on Steel and Iron submitted their first draft of revisions to be edited and rewritten for further consideration by the Building Code Advisory Committee.

The technical committee on Reinforced Concrete is in operation with a draft of their recommendations expected to be ready within a few months.

During the year two new technical committee's were established to consider Egress and Plumbing; their work will not be completed for several months.

II-2 CODES AND ORDINANCES (cont.)

Under the state enabling act, Ch. 678, G.L. 1957, the Massachusetts Department of Public Health is preparing a complete revision of the State Sanitary Code. The enabling legislation provides that the rules and regulations of the state code are to become effective in all cities and towns of the state upon their enactment by the Public Health Council consisting of six members appointed by the Governor. However, enforcement of most of its provisions is a responsibility of the local government.

At the present time five parts of the code have been enacted by the Public Health Council. These parts along with the date they became effective are:

<u>Part</u>	<u>Title</u>	<u>Date Effective</u>
1	General Application and Administration	Sept. 30, 1960
2	Minimum Standards of Fitness for Human Habitation	Oct. 1, 1960
3	Housing and Sanitation Standards for Farm Labor Camps	Nov. 1, 1960
4	Sanitary Standards for Recreation Camps for Children	Jan. 1, 1962
11	Minimum Requirements for Disposal of Sanitary Sewerage in Unsewered Areas	Feb. 1, 1962
	Amended for printing errors	May 15, 1962

The 1924 ZONING LAW was outmoded in the early 1940's but it wasn't until 1952 that an appropriation was made for a rezoning study. The rezoning study did not get underway until early 1953 and was essentially completed in 1956 with the first printing of the code. However the new enabling act which was passed by the legislature in 1956 was not accepted by the City Council until 1958 when certain amendments were added at the request of the Council. In the meantime, little action was taken on the code until the Zoning Commission was

II-2 CODES AND ORDINANCES (cont.)

organized in January of 1959. Since that time the Zoning Commission has been intermittently meeting with different groups, hammering out compromises, and holding public hearings in 1960, 1961 and 1962.

Following two days of hearings in April of 1961 and resulting revisions, the Zoning Commission in June sent the code to the City Law Department for language and legal review. This review was extensive, involving a great deal of re-writing, some change in form and some slight revision of substance. During 1962 the Commission with the assistance of the law department representative again reviewed the entire code and authorized a fourth printing on July 6, 1962. Upon the close of a public hearing on August 15, 1962, the Commission voted to adopt the code. It was sent to the Mayor for his approval and his signature on October 29. On November 15 it was vetoed for the stated reason that he felt that the maps did not reflect current conditions or correlate recent developments such as the Boston extension of the Massachusetts Turnpike.

On February 11 the Mayor forwarded to the Zoning Commission a letter containing a report of the Boston Redevelopment Authority, which he had requested in his veto message. This report advised against holding up the code, saying that the maps are adequate. It is expected that the Zoning Commission will meet in March, 1963, to act on the Mayor's message. The vote of nine members can override the Mayor's veto.

The enabling act stipulates that the code after adoption be filed with the Clerk of the Senate and that it shall not take effect until twelve months have expired after it is so filed. In December, the Chairman of the Zoning Commission filed a bill to have this waiting period cut to four months. The bill was heard early in February and it is doubtful that any action will be taken unless the veto situation is resolved.

In the probable event that the Commission sustains the Mayor's veto, a complete operation for an ordinance change will be involved; reconsideration of previous and current controversial matters by the Commission with revisions both in the text and in the maps, a reprinting of the regulation with up-dated maps, additional hearings, with possible further

II-2 CODES AND ORDINANCES (cont.)

revision and finally submission to the Mayor. The effective date of the code still depends on legislation to reduce the waiting period. If passed during the present session the code could be in force by the end of 1963.

The overall guiding principle pervading the rezoning studies was the need to lower densities, thus reducing congestion, and to spell out more specific and detailed regulations to preserve the amenities of life. To carry out this hypothesis the following broad changes were incorporated.

- a) The use of Floor area ratio for bulk and height control in place of absolute height limits. The so-called "F.A.R." method is rapidly becoming standard throughout the nation. It allows flexibility in freedom of design to the developer and describes building density directly and population density indirectly.
- b) An off-street parking requirement in all districts except in B-8 and B-10 districts, the downtown area.
- c) An off-street loading requirement for commercial and industrial uses.
- d) Elimination of manufacturing and warehousing in general business districts. These are incompatible and congestive uses in business areas.
- e) Establishment of conditional uses. Sometimes called, exceptional uses, a conditional use does in fact make an exception for certain uses, that can be obnoxious, but if properly located and made nuisance free may not adversely affect the neighborhood. A public hearing is required before approval.
- f) Elimination of considerable local business frontage, that had been allocated far in excess of the amount of land actually needed for the purpose. This so-called "ribbon zoning" devaluates the price of business land by creating an oversupply, invites marginal and substandard business, and impairs values of residential areas thus invaded.

II-2 CODES AND ORDINANCES (cont.)

- g) Establishment of a realistic local business zone which confines uses to necessary facilities for residents of a small neighborhood, the small grocery, bakery and drug store type of use. The present local business zone is a misnomer, allowing limited manufacturing and other incompatible uses.
- h) Considerable reallocation of R-35 (two-family district) zoning. The city is very much overzoned for two-family housing especially because of the fall-off in demand. We actually have less use acreage of two-family housing now than we did in 1935. In built-up areas, solid two-family areas have been maintained, areas that are preponderantly single have been made single, and areas that are basically of a higher density, have been so allocated. Most of our vacant residential land is now zoned as two-family. Much of this has been allocated for single family development. On the other hand a good deal has been retained as a two-family area, but the proposed two-family zone, allows garden type apartments to be built on areas of two acres or more.
- i) Whereas the existing code has in reality but one type of industrial zone, the new code makes a distinction between the light or less obnoxious type of manufacturing and heavy manufacturing. In addition there is a waterfront zone, which was established to accommodate and protect waterfront industry and other maritime uses.
- j) Establishment of the mandatory referral feature between the administrative zoning agencies and the planning arm of the city to insure proper interaction between the two processes.

II-2 CODES AND ORDINANCES (cont.)

C. SCHEDULES FOR REVIEW AND UPDATING OF CODES AND ORDINANCES

<u>Code</u>	<u>Part of Section</u>	<u>Dates for Review and Revision</u>
BUILDING CODE	Live and Dead Loads	Review and revision completed in early 1963; presentation to the City Council later in 1963 for enactment is projected.
	Foundations	Review and revision completed and enactment by the City Council completed during 1962.
	Steel and Iron	Review and revision well advanced by March, 1963; final revisions expected by end of 1963 or during 1964.
	Reinforced Concrete	Review and draft expected by mid 1963.
	Plumbing	Review and revision in process, expected completion during latter part of 1963 or during 1964.
	Egress	Review and revision in process, expected completion during latter part of 1963 or during 1964.
FIRE PREVENTION CODE	Entire code	The Work and Progress Committee of the Boston Fire Prevention Code regularly reviews and evaluates the provisions of the code as need and experience dictate.
ELECTRICAL CODE	Entire code	No provisions exist at the present time for its periodical review and revision.

II-2 CODES AND ORDINANCES (cont.)

<u>Code</u>	<u>Part of Section</u>	<u>Dates for Review and Revision</u>
ZONING CODE	Entire code	Review and revision is essentially completed; there are no plans for subsequent review and revision. New code was adopted by the Zoning Commission on August 15, 1962.
GAS CODE	Entire code	No provisions exist at the present time for its periodical review and revision.
ELEVATOR CODE	Entire code	The Board of Elevator Regulations of the Massachusetts Department of Public Safety meets regularly and often reviews and revises the code.
STATE SANITARY CODE	Minimum Standards for Family Campgrounds	Currently being prepared; enactment is scheduled for summer of 1963.
	Outdoor Bathing and Bathing Places	In process of being revised after a public hearing; enactment is projected for 1964-65.
	Minimum Standards of Food Sanitation and Food Handling	In process of being prepared; enactment is projected for 1964-65.
	Trailer Camps	Preparation to begin during 1963.

D. CODE ENFORCEMENT ACTIVITY DURING THE PAST YEAR

II-2 CODES AND ORDINANCES (cont.)

Item	Codes			
	Bldg.&	Hsg.	Fire *	ONI
Number of permits issued under code.	19,832	0	121,000	0
NUMBER OF INSPECTIONS made.	112,583	10,215	5,848	6,596
Number of violations detected.	1,702	725	5,296	3,300
No. of violations corrected voluntarily	453	725	5,254	2,650
Elevator defects	1,453			
Elevator tests	1,762			
Stop orders issued	6	0	5,296%	#
Number of court cases instituted	653	0	8	
Cases won by city	557		6	
Cases lost by city	9		0	
Cases pending trial	87		2	
Number of fines levied	6		1	
Amount of fines levied	\$4,250		\$50	

&Includes Plumbing, Electrical, Gas Elevator and Construction.

*3,500 licenses were issued under the Fire Prevention Code.

%An abatement notice in writing is prepared for all violations detected.

#ONI is not an enforcement agency; cases where owner refuses to comply voluntarily are referred to the department having jurisdiction over the violation.

II-2 CODES AND ORDINANCES (cont.)

E. CONDEMNATION ACTION DURING PAST YEAR IN CONNECTION WITH CODE VIOLATIONS:

<u>Number</u>	<u>Item</u>
162	Buildings condemned for code violation.
33	Buildings brought into compliance with code after condemnation.
129	Buildings razed after condemnation.

F. RESULTS OF PLANNED PROGRAMS OF CODE ENFORCEMENT:

Working closely with the BRA and the Dorchester United Neighborhood Associations, the Office of Neighborhood Improvement delineated two pilot areas for carrying out a comprehensive code enforcement program. Shortly thereafter a field office was opened in the pilot areas and a mass meeting, sponsored by the Ward 14 Betterment Association, was held in a neighborhood school.

The program is designed to prevent the spread of blight in the Improvement areas of the city and to eliminate existing pockets of blight. The Dorchester program is a pilot demonstration of the program which is to be carried out in other neighborhoods at some future time.

More than 375 residents and home owners from the pilot area attended the meeting. Close to one family in every house in the area was present. The purpose of the meeting was to describe the code enforcement program in detail. Following the meeting, several commitments were obtained from home owners to paint and fix up their homes in the spring. Legal and technical assistance is to be provided to homeowners to help them improve their buildings.

Subsequently interior and exterior inspections were made of the homes in the pilot areas and 80% of the violations detected were abated through voluntary compliance.

II-2 CODES AND ORDINANCES (cont.)

The Office of Neighborhood Improvement has conducted systematic code enforcement programs in other parts of the city with equally good results. In one Brighton example a large apartment house was found to have faulty porches. The ONI code enforcement officer sat down with representatives of the company owning the property and, as a result of the conference, \$24,000 was spent in replacing these faulty wooden porches with new steel porches.

G. ZONING ORDINANCE:

The zoning ordinance is administered by the Building Department.

Variances from the zoning ordinance are considered by the Board of Appeals within the Building Department. Map changes go before the Board of Zoning Adjustment although changes in the text of the ordinance must be passed upon by the State Legislature. Confirmation of permission by the Board of Appeals to exceed height limit must be made by the Board of Zoning Adjustment.

Appeals from administrative decisions are considered by the Board of Appeals within the Building Department.

<u>Filed</u>	<u>Granted</u>	<u>Item</u>
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10	7	Request for Rezoning (Board of Zoning Adjustment)
158	97	Request for Variance under the Zoning Ordinance (Board of Appeals)
4	1	Appeals from administrative Decisions on Zoning (Board of Appeals)

DOP

II-2 CODES AND ORDINANCES

LONG RUN OBJECTIVES: Within the general objective of "to assure adequate standards of health, sanitation and safety through a comprehensive system of codes and ordinances which state the minimum conditions under which dwellings may lawfully be occupied," the following are specific goals which Boston seeks to achieve over the long run.

- a) Establish a system of official and advisory official permanent bodies to regularly review and evaluate some or all of the provisions of each of the codes working closely with the enforcement agencies concerned.
- b) In conjunction with the Urban Renewal Program establish and maintain city wide standards for rehabilitation and occupancy and to expand and update codes to embody these provisions.
- c) To expand the city's program for the rehabilitation of housing via code enforcement to include all areas of the city needing this attention.
- d) Work towards establishing improved techniques, procedures and facilities for obtaining compliance to codes.

TARGETS FOR NEXT YEAR: Within the scope of the long run objectives the following targets are established to be achieved during the next year.

- a) To complete the draft revision of Part 23 of the Building Code, "Live and Dead Loads," and submit it to the City Council for approval and enactment.

II-2 CODES AND ORDINANCES (cont.)

- b) To complete the draft revision of Parts 26 and 28 of the Building Code on "Reinforced Concrete" and "Steel and Iron."
- c) The preparation and progress in the preparation of additional parts to the State Sanitary Code.
- d) To complete code enforcement programs in the two Dorchester pilot project areas.
- e) To initiate concerted code enforcement activities in new areas of the city.
- f) Test out rehabilitation standards in renewal areas, particularly Washington Park and South End.
- g) To make final revisions in the Zoning Ordinance readying it for adoption late this year and next year.

PROGRESS DURING THE PAST YEAR: Two goals were established in the last progress report on Boston's Workable Program for Community improvement. One goal was achieved and work was begun in achieving the other.

With respect to the review and revision of the Building Code, the targets established in the last Workable Program have been met. Specifically, Part 29 on Foundations for which revisions had been completed were approved by the City Council and are now officially part of the Building Code. Part 23 on Live and Dead Loads for which the revisions had been completed by the Advisory Committee was transmitted to the Corporation Council for drafting in ordinance form and is to be presented in the near future to the City Council for adoption. While the Advisory Committee was just beginning its consideration of the parts dealing with Plumbing (31) and Steel and Iron (28), technical committees have been established to review these parts and their work is well under

II-2 CODES AND ORDINANCES (cont.)

way. Though consideration by the Advisory Committee had not yet been given to the review of those parts dealing with Egress (18), Wood construction (14 and 25) and Reinforced Concrete (26) at the time of the last report of progress on the Workable Program, at the present time technical committees for these parts have been established and their work has begun.

Last year the progress report on Boston's Workable Program established as a target the preparation of rehabilitation standards for the entire City. On May 22, 1961 Mr. Richard X. Tyrrill, Acting Director of the FHA's Boston office, indicated that "a comparison has been made between the City of Boston Building Code, the Boston Fire Prevention Code, the Boston Health Department's Minimum Standards for Human Habitation, and the FHA Minimum Property Standards . . . (and) it seems that the aforementioned City of Boston Codes are adequate, with the exceptions noted herein, to bring properties up to an acceptable level as far as FHA Minimum Property Standards are concerned for residential structures." The exceptions were with three sections of the Minimum Standards of Fitness for Human Habitation:

- 1) Cespools are not allowed by FHA
- 2) Space requirements should be based upon minimum room sizes.
- 3) Ceiling heights of 7'6" is the FHA's present standard.

This matter of rehabilitation standards has been looked into extensively in Boston's most advanced renewal projects where rehabilitation is an important part of the plan. The problems indicated above are nearly ironed out as a result of a meetings between the Development Administrator of the Boston Program and members of his staff and several representatives of the Washington and regional offices of the FHA and URA. A meeting was held in Washington on February 8, 1963 wherein the rehabilitation provisions of the Boston renewal plans were accepted by the FHA almost entirely for carrying out rehabilitation in Boston. Complete revision and acceptance by the FHA is expected in this spring.

II-2 CODES AND ORDINANCES (cont.)

A. CODES ESSENTIAL TO COMMUNITY IMPROVEMENT:

<u>Code</u>	<u>Date Adopted</u>	<u>Amendments</u>
BUILDING	Adopted originally in 1938 with a comprehensive revision and amendment adopted by the City Council on May 15, 1943	Oct. 2, 1962; new section adopted on "Foundations." Oct. 25, 1961; new section adopted on "Fallout Shelters." April 21, 1959; amendment to change Board of Examiners to its present structure. April 3, 1958; amendment on lien procedures. Dec. 31, 1957; amendment on approval of materials. Nov. 23, 1954; amendment to permit one stairway in a single family house less than three stories in height. Oct. 19, 1948; amendment changing the allowable stress in steel. June 14, 1945; three amendments: (i) definition of building changed to exclude tents, stands, etc., (ii) allow the Commissioner to permit temporary stands, etc., and (iii) windpressure.

II-2 CODES AND ORDINANCES (cont.)

<u>Code</u>	<u>Date Adopted</u>	<u>Amendments</u>
		July 11, 1950; amendment on signs allowing plastic wood in certain cases.
FIRE PREVENTION CODE	Adopted originally in 1959. The code was formulated along the lines of the National Board of Fire Underwriters Model Code.	1962; amendment authorizing the Fire Department to call on other than the Department of Public Works to abate serious rubbish conditions.
		March 28, 1962; State Legislature gave required state approval to the code (Ch. 314).
ZONING	Adopted originally in 1924 (Ch. 488 of the General Laws) by the State Legislature.	The City of Boston has no home rule for Zoning; the State Legislature passes and amends the City's Zoning Ordinance. There have been 24 amendments to the Ordinance; the first in 1925 and the last in 1959. A complete revision of the Zoning Ordinance for Boston has been in process since 1953 and is near completion.
ELECTRICAL CODE	Originally adopted in 1898 under the provisions of Chapter 268 of the General Laws.	No amendments; based upon the National Electrical Code.

II-2 CODES AND ORDINANCES (cont.)

<u>Code</u>	<u>Date Adopted</u>	<u>Amendments</u>
GAS CODE	Originally adopted in 1960 under the provisions of Chapter 737 of the General Laws.	No amendments; it is the code for the State.
ELEVATOR CODES	Originally adopted in 1950 under the provisions of Chapter 143 of the General Laws.	There are two parts to the code. Part I deals with elevators and escalators installed prior to March 9, 1950; Part II deals with installations subsequent to March 9, 1950. Amendments are made often by the Board of Elevator Regulations of the Commonwealth Department of Public Safety. The Board meets weekly and the amendments are too numerous to tabulate.
MINIMUM STANDS. OF FITNESS FOR HUMAN HABITAT'N	Adopted originally Sept. 27, 1956; the code was modeled along the lines of the American Public Health Association proposed ordinance; Standards of Fitness for Human Habitation.	July 10, 1961; amendment makes owners of all dwellings responsible for providing and maintaining facilities for storing rubbish and garbage.
AIR POLLUTION REGULATIONS	Adopted originally in 1960; Section 142A and 5B of Chapter 111 of the General Laws.	No amendments.

II-2 CODES AND ORDINANCES (cont.)

B. PAST YEAR'S WORK OF COMMITTEES ESTABLISHED FOR CODE STUDY:

On August 23, 1961, the Mayor announced the appointment of a new Boston Building Code Advisory Committee to review and update the City's entire Building Code. This action was taken in response to request from various civic and professional organizations such as the Boston Real Estate Board, private developers and large-scale investors, mortgage and commercial bankers, the Boston Society of Civil Engineers and the Boston Chapter of the American Institute of Architects.

Subsequently, a number of technical committee's were established each to recommend revisions to separate parts to the entire code. At the present time the following technical committees are formed and in operation.

- Part 23; Live and Dead Loads.
- Part 29; Foundations.
- Part 28; Steel and Iron.
- Part 26; Reinforced Concrete.
- Part 31; Plumbing.
- Part 18; Egress.

During the past year the technical committee on Foundations completed their work and submitted their revisions to the City Council which approved them. The revisions on Foundations are now in effect.

Earlier this year the technical committee on Live and Dead Loads completed their revisions and they are scheduled to be submitted to the City Council in the near future.

During March of 1963 the committee on Steel and Iron submitted their first draft of revisions to be edited and rewritten for further consideration by the Building Code Advisory Committee.

The technical committee on Reinforced Concrete is in operation with a draft of their recommendations expected to be ready within a few months.

During the year two new technical committee's were established to consider Egress and Plumbing; their work will not be completed for several months.

II-2 CODES AND ORDINANCES (cont.)

Under the state enabling act, Ch. 678, G.L. 1957, the Massachusetts Department of Public Health is preparing a complete revision of the State Sanitary Code. The enabling legislation provides that the rules and regulations of the state code are to become effective in all cities and towns of the state upon their enactment by the Public Health Council consisting of six members appointed by the Governor. However, enforcement of most of its provisions is a responsibility of the local government.

At the present time five parts of the code have been enacted by the Public Health Council. These parts along with the date they became effective are:

<u>Part</u>	<u>Title</u>	<u>Date Effective</u>
1	General Application and Administration	Sept. 30, 1960
2	Minimum Standards of Fitness for Human Habitation	Oct. 1, 1960
3	Housing and Sanitation Standards for Farm Labor Camps	Nov. 1, 1960
4	Sanitary Standards for Recreation Camps for Children	Jan. 1, 1962
11	Minimum Requirements for Disposal of Sanitary Sewerage in Unsewered Areas	Feb. 1, 1962
	Amended for printing errors	May 15, 1962

The 1924 ZONING LAW was outmoded in the early 1940's but it wasn't until 1952 that an appropriation was made for a rezoning study. The rezoning study did not get underway until early 1953 and was essentially completed in 1956 with the first printing of the code. However the new enabling act which was passed by the legislature in 1956 was not accepted by the City Council until 1958 when certain amendments were added at the request of the Council. In the meantime, little action was taken on the code until the Zoning Commission was

II-2 CODES AND ORDINANCES (cont.)

organized in January of 1959. Since that time the Zoning Commission has been intermittently meeting with different groups, hammering out compromises, and holding public hearings in 1960, 1961 and 1962.

Following two days of hearings in April of 1961 and resulting revisions, the Zoning Commission in June sent the code to the City Law Department for language and legal review. This review was extensive, involving a great deal of re-writing, some change in form and some slight revision of substance. During 1962 the Commission with the assistance of the law department representative again reviewed the entire code and authorized a fourth printing on July 6, 1962. Upon the close of a public hearing on August 15, 1962, the Commission voted to adopt the code. It was sent to the Mayor for his approval and his signature on October 29. On November 15 it was vetoed for the stated reason that he felt that the maps did not reflect current conditions or correlate recent developments such as the Boston extension of the Massachusetts Turnpike.

On February 11 the Mayor forwarded to the Zoning Commission a letter containing a report of the Boston Redevelopment Authority, which he had requested in his veto message. This report advised against holding up the code, saying that the maps are adequate. It is expected that the Zoning Commission will meet in March, 1963, to act on the Mayor's message. The vote of nine members can override the Mayor's veto.

The enabling act stipulates that the code after adoption be filed with the Clerk of the Senate and that it shall not take effect until twelve months have expired after it is so filed. In December, the Chairman of the Zoning Commission filed a bill to have this waiting period cut to four months. The bill was heard early in February and it is doubtful that any action will be taken unless the veto situation is resolved.

In the probable event that the Commission sustains the Mayor's veto, a complete operation for an ordinance change will be involved; reconsideration of previous and current controversial matters by the Commission with revisions both in the text and in the maps, a reprinting of the regulation with up-dated maps, additional hearings, with possible further

II-2 CODES AND ORDINANCES (cont.)

revision and finally submission to the Mayor. The effective date of the code still depends on legislation to reduce the waiting period. If passed during the present session the code could be in force by the end of 1963.

The overall guiding principle pervading the rezoning studies was the need to lower densities, thus reducing congestion, and to spell out more specific and detailed regulations to preserve the amenities of life. To carry out this hypothesis the following broad changes were incorporated.

- a) The use of Floor area ratio for bulk and height control in place of absolute height limits. The so-called "F.A.R." method is rapidly becoming standard throughout the nation. It allows flexibility in freedom of design to the developer and describes building density directly and population density indirectly.
- b) An off-street parking requirement in all districts except in B-8 and B-10 districts, the downtown area.
- c) An off-street loading requirement for commercial and industrial uses.
- d) Elimination of manufacturing and warehousing in general business districts. These are incompatible and congestive uses in business areas.
- e) Establishment of conditional uses. Sometimes called, exceptional uses, a conditional use does in fact make an exception for certain uses, that can be obnoxious, but if properly located and made nuisance free may not adversely affect the neighborhood. A public hearing is required before approval.
- f) Elimination of considerable local business frontage, that had been allocated far in excess of the amount of land actually needed for the purpose. This so-called "ribbon zoning" devaluates the price of business land by creating an oversupply, invites marginal and substandard business, and impairs values of residential areas thus invaded.

II-2 CODES AND ORDINANCES (cont.)

- g) Establishment of a realistic local business zone which confines uses to necessary facilities for residents of a small neighborhood, the small grocery, bakery and drug store type of use. The present local business zone is a misnomer, allowing limited manufacturing and other incompatible uses.
- h) Considerable reallocation of R-35 (two-family district) zoning. The city is very much overzoned for two-family housing especially because of the fall-off in demand. We actually have less use acreage of two-family housing now than we did in 1935. In built-up areas, solid two-family areas have been maintained, areas that are preponderantly single have been made single, and areas that are basically of a higher density, have been so allocated. Most of our vacant residential land is now zoned as two-family. Much of this has been allocated for single family development. On the other hand a good deal has been retained as a two-family area, but the proposed two-family zone, allows garden type apartments to be built on areas of two acres or more.
- i) Whereas the existing code has in reality but one type of industrial zone, the new code makes a distinction between the light or less obnoxious type of manufacturing and heavy manufacturing. In addition there is a waterfront zone, which was established to accommodate and protect waterfront industry and other maritime uses.
- j) Establishment of the mandatory referral feature between the administrative zoning agencies and the planning arm of the city to insure proper interaction between the two processes.

II-2 CODES AND ORDINANCES (cont.)

C. SCHEDULES FOR REVIEW AND UPDATING OF CODES AND ORDINANCES

<u>Code</u>	<u>Part of Section</u>	<u>Dates for Review and Revision</u>
BUILDING CODE	Live and Dead Loads	Review and revision completed in early 1963; presentation to the City Council later in 1963 for enactment is projected.
	Foundations	Review and revision completed and enactment by the City Council completed during 1962.
	Steel and Iron	Review and revision well advanced by March, 1963; final revisions expected by end of 1963 or during 1964.
	Reinforced Concrete	Review and draft expected by mid 1963.
	Plumbing	Review and revision in process, expected completion during latter part of 1963 or during 1964.
	Egress	Review and revision in process, expected completion during latter part of 1963 or during 1964.
FIRE PREVENTION CODE	Entire code	The Work and Progress Committee of the Boston Fire Prevention Code regularly reviews and evaluates the provisions of the code as need and experience dictate.
ELECTRICAL CODE	Entire code	No provisions exist at the present time for its periodical review and revision.

II-2 CODES AND ORDINANCES (cont.)

<u>Code</u>	<u>Part of Section</u>	<u>Dates for Review and Revision</u>
ZONING CODE	Entire code	Review and revision is essentially completed; there are no plans for subsequent review and revision. New code was adopted by the Zoning Commission on August 15, 1962.
GAS CODE	Entire code	No provisions exist at the present time for its periodical review and revision.
ELEVATOR CODE	Entire code	The Board of Elevator Regulations of the Massachusetts Department of Public Safety meets regularly and often reviews and revises the code.
STATE SANITARY CODE	Minimum Standards for Family Campgrounds	Currently being prepared; enactment is scheduled for summer of 1963.
	Outdoor Bathing and Bathing Places	In process of being revised after a public hearing; enactment is projected for 1964-65.
	Minimum Standards of Food Sanitation and Food Handling	In process of being prepared; enactment is projected for 1964-65.
	Trailer Camps	Preparation to begin during 1963.

D. CODE ENFORCEMENT ACTIVITY DURING THE PAST YEAR

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Part III

BOSTON LOOKS TO THE FUTURE

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While Boston is very much involved in an action oriented program for community improvements to deal with long standing and urgent problems, Boston is looking to the future and its long-range objectives. Boston has undertaken and completed a complete updating of its general plan and molded it so that it can perform a more valuable role within the action orientation of Boston's Community Improvement and Development Program.

III-1 COMPREHENSIVE COMMUNITY PLAN

LONG RUN OBJECTIVES: Within the longer run objective of "the formulation and official recognition of a comprehensive general plan for the community as a whole," the following are specific goals which Boston seeks to achieve over the long run.

- a) To improve and maintain a comprehensive community plan that goes beyond setting of guides for long range physical development so that these guides are an integral part of an overall development program for the city coordinated closely with renewal action, code enforcement and capital improvement programming.
- b) To establish a process within the agency whereby work at the most comprehensive scale may contribute in vital ways to community improvement and action on the ground.

TARGETS FOR NEXT YEAR: Within the scope of the long run objectives the following targets are established to be achieved during the next year.

- a) To test and refine the 1963-75 PLAN FOR BOSTON AND THE REGIONAL CORE as it relates to subsequent work in project planning and in Community Renewal Planning. During the next year, this work will get underway although this objective is a continuing one.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

- b) To develop the 1963-75 PLAN FOR BOSTON AND THE REGIONAL CORE in more detail, particularly in the area of community and public facilities so as to contribute more effectively to renewal planning and action. This work is to be carried out in close coordination with the Community Renewal Program to begin during 1963.

PROGRESS DURING THE PAST YEAR: In summarizing the progress during the past year, the preparation of the 1963-75 PLAN FOR BOSTON AND THE REGIONAL CORE stands out as the most important advance in the area of Comprehensive Community Planning.

The 1963-75 GENERAL PLAN FOR BOSTON AND THE REGIONAL CORE is the first periodical review of the 1950 Master Plan under the Boston Development Program of 1960. Under this Development Program a federally-aided urban renewal process was designated for the General Neighborhood Renewal Areas, and this process affected over one-fourth of the City's area and more than 40% of its residents. The remainder of the City was designated for conservation action as Neighborhood Improvement Areas. Comprehensive, varied, and versatile plans and action programs are already in process throughout renewal and improvement areas. The City has organized its operations, and its resources to carry out a 10-year program of improvement actions covering the entire City.

The general physical development plan for Boston will play a unique part in this integrated planning-with-action setting. It will work hand-in-glove with urban renewal plans and the municipal capital improvements program.

The general plan, urban renewal plans, and the capital improvements program form an inseparable base triad for a true comprehensive planning system of projections and studies, planning decisions, and planning-in-action. Comprehensive planning in this total system means various particularized plans dealing with different subjects, different geographic areas, different periods of time, and different legal or community commitments. The general physical development plan in Boston is really a synthesis and reconciliation of all the different plans made to date, a point of beginning for many other types of plans yet to be made, and a guide to immediate development decisions where no other plan will suffice.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

The 1963-75 PLAN adopts as its highest goal Boston's exploitation of its potential as "The City of Ideas".

"The City of Ideas" is an aspiration signifying that the best economic sense for Boston lies in an economic development program striking directly at purposes which are beyond economy and relate to human needs and wants in the city.

The greatest benefit to the practical economic and physical development of the city will result only from building on economic resources now stirring in the intellectual and cultural base, historic traditions of independent thought and action, skilled labor force, and all the physical assets, vital to these human resources. The greatest economic profit for Boston will lie in a more direct improvement of the assets which are already generally strong in the city and its region: educational, medical, scientific, and cultural institutions; artistic and historic assets; enterprises and environments conducive to entertainment, sports, recreation, and travel; and livable towns and neighborhoods.

This is the primary public policy which the 1963-75 Plan calls "The City of Ideas"--an aspiration so pervasive in the community's endeavors that it must be expressed as the theme pervading every category of planning action.

In the preparation of this PLAN the Authority's staff has sought to discover what it is in the national forces of urban change that will affect the rate and nature of metropolitan settlement, activities, and patterns of form. Within this framework the staff has tried to see what Boston is offering as an unique advantage, as well as local restraints already here, thus understanding what compelling regional destiny could be pursued under the leadership of the city. It is through this analysis that conclusions have been reached to the effect that Boston has pre-eminent advantages in respect to these new economic, social, and cultural motives. Boston's advantages place it in an enviable growth position which should not be lost by pursuing the types of physical development goals characteristic of most city plans.

The City of Boston should accept and promote further development of "The City of Ideas" resources in all parts of the Region, but it would be healthy to search for ways in which the City and the Regional Core of Boston can more directly enjoy a larger share of the benefits than has been the case

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

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This is the primary public policy which the 1963-75 Plan calls "The City of Ideas"--an aspiration so pervasive in the community's endeavors that it must be expressed as the theme pervading every category of planning action.

In the preparation of this PLAN the Authority's staff has sought to discover what it is in the national forces of urban change that will affect the rate and nature of metropolitan settlement, activities, and patterns of form. Within this framework the staff has tried to see what Boston is offering as an unique advantage, as well as local restraints already here, thus understanding what compelling regional destiny could be pursued under the leadership of the city. It is through this analysis that conclusions have been reached to the effect that Boston has pre-eminent advantages in respect to these new economic, social, and cultural motives. Boston's advantages place it in an enviable growth position which should not be lost by pursuing the types of physical development goals characteristic of most city plans.

The City of Boston should accept and promote further development of "The City of Ideas" resources in all parts of the Region, but it would be healthy to search for ways in which the City and the Regional Core of Boston can more directly enjoy a larger share of the benefits than has been the case

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

so far in the growth of the metropolitan area. It is because of this kind of concern that the Boston Development Program placed early priority on a program for improving Boston schools, on studies of institutional expansion requirements, and the role of institutional renewal in the Development Program, and on primary attention to improving Boston's deteriorated neighborhoods through rehabilitation. Many of the recent Master Plans for other large cities have tended to put greater emphasis on a direct improvement of economic base elements than had seemed appropriate in view of the new economic motives.

The goals of the 1963-75 Plan are:

- a) Improvement through neighborhood renewal and related community facilities and services of local living environments conducive to better conditions for children, increased cultural, political, social participation for adults (particularly for the elderly population); active recreation for all ages, and neighborhood services and facilities catering to further development of skilled labor resources.

The "City of Ideas" is not an aim based on replacing the residents of Boston with other classes of people, nor can it put priority emphasis on catering to professional and managerial classes who have tended to leave the city for the suburbs. If maximum attention is given to preservation of neighborhoods, forestalling further migrations and giving greater satisfaction to human resources already in the city, this will also be attractive to the types of people whom the city has lost. If the program of neighborhood improvement results in a movement back to the city, Boston can easily absorb a far greater population than it now possesses.

- b) Further expansion and improvement of public institutional and private cultural entertainment, recreation, and spectator sports, at points within the city accessible to the city and the whole region.

The primary aim here is to induce the citizens of the city and the suburbs to expend more leisure time, and money, and to participate more in public affairs within the city. There would appear to be a large

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

margin of difference between opportunities for participation in these functions now offered within the city and what would be realized if greater attractions existed. Improvement of these opportunities on a citywide and regional level offer greater challenges to the people of the Greater Boston area, thus maintaining the high intelligence and skills level of the Boston labor force.

- c) To accommodate the needs of existing major educational and medical institutions and provide for new institutions. This will maintain Boston's relative position of national pre-eminence, and at the same time the spiraling demands for higher education and health services being generated in the city and region. To support these institutional developments, the PLAN also provides for industrial, research, and commercial developments needing close association with prime institutions. The primary aim of this application of "The City of Ideas" will be to directly and indirectly import increased purchasing power, to further enhance the capacities of the labor force for new economic emphases, and to encourage a larger share of city economic growth of the type presently seen in the metropolitan area.
- d) Promote further development of assembly, exhibit, hotels, restaurants, and visitor facilities and services. This aspect of "The City of Ideas", which would involve primarily the city's Regional Core, aims to import greater convention and tourist activity and to encourage a healthy national regard for Boston as a center for economic communications and transactions. Incidentally, if Boston is further improved as a good place to visit, it will also become a more attractive setting in which to retire or for the Bostonian to remain for vacations.
- e) Seize opportunities for development within the City of industries and businesses most needing a participation in "The City of Ideas." This aim will apply primarily to the Regional Core and adjacent areas, as well as to locations near Logan International Airport, near major institutions, and near major parks and amenities.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

Generally speaking, the enterprises which are most attracted to the "City of Ideas", and most capable of increasing its potentials, will occupy less land, employ more labor of higher skill, generate less goods traffic, and yield more tax revenue per unit of land occupied, as compared with industries now prevalent in most parts of the City. When a trend of growth in these types of industries has been well established, the City should then encourage obsolescent industries, railroad operations or goods distribution functions, to find more efficient locations in other parts of the region.

- f) Throughout each of the above applications in the PLAN of "The City of Ideas" run other relevant considerations.

Attention is given to the conservation of historical buildings and places and to the general historical characteristics of neighborhoods and areas. Along with this, the rehabilitation program in each neighborhood emphasizes attractive rehabilitation design of individual houses and streets.

In all new developments outstanding civic design and the best contemporary architecture of buildings are given priority.

Maximum attention is given to high quality public or institutional services, expanded opportunities for individual participation in educational, cultural, and artistic achievement; recreation, social, and political affairs. Also priority is given to health, vocational, and welfare services to conserve and more fully utilize human resources in the City's economy.

Attention is given to increasing and improving public safety and maintenance services in order to increase the security, livability, and confidence in the neighborhoods of the City.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

- A. A PLANNING COMMISSION, THE BOSTON CITY PLANNING BOARD, WAS ESTABLISHED IN JANUARY, 1914 AND ABOLISHED IN SEPTEMBER, 1960 IN ACCORDANCE WITH THE TERMS OF CHAPTER 652 OF THE ACTS OF 1960 WHICH TRANSFERRED ALL POWERS AND DUTIES OF THE PLANNING BOARD TO THE BOSTON REDEVELOPMENT AUTHORITY.

B. APPROVALS:

Item	Dates of Adoption of Items	
	Previous	Proposed
LAND USE PLAN	1951	1963-64
MAJOR THOROUGHFARE PLAN	1951	1964-65
COMMUNITY FACILITIES PLAN	1951	1963-65
PUBLIC IMPROVEMENTS PROGRAM	1960	1963
ZONING ORDINANCE	1924	1963-64

NOTE: A complete revision and updating of previous comprehensive community plans is complete and was approved by the Authority Board in April 1963 and sent to the Mayor in May for submission to the City Council. Certain specific parts of the Plans such as the Thoroughfare and Facilities plans to be adopted later on as a Community Renewal Program become more advanced. A Public Improvements Program for the city is in preparation; see Part 5, Section C. The Finance is awaiting final approval now.

C. PROGRESS IN THE ADOPTION OF ITEMS LISTED ABOVE:

A Comprehensive Community Plan dealing with land use, circulation and public facilities is scheduled for completion during 1963. This plan is the first complete revision and publication of a general plan for Boston since 1951.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

A Capital Improvements Program for the period 1963-75 related closely to the General Plan and to renewal planning in the GMRP's and the projects is in the process of being completed and is scheduled for completion during 1963.

D. PROGRESS ON COMMUNITY-WIDE PROGRAMMING OF RENEWAL ACTIVITIES:

Tied in closely with the Boston Development Program and the Workable Program for Community Improvement are two important activities.

The first, the CAPITAL IMPROVEMENTS PROGRAM - 1963-75, is a financial program closely coordinated with the urban renewal improvement area programs and the master plan currently in preparation. The time span was established to tie in with the time span of the current time commitment for urban renewal. The Capital Improvements Program:

- a) Reflects the total needs of the city for the 12-year period,
- b) Estimates the cost of meeting these needs,
- c) Recommends the means for financing needed improvements,
- d) And proposes policies to guide the financing and execution of the program.

The proposed program encompasses all city departments which operate buildings including the School Department. Some of its findings rest upon the recommendations of special studies such as the Harvard Study of Boston's schools and the recent Quinn Tamm report on the Police Department. Other findings rest upon the recommendations of the operating departments and the renewal project teams. As such, the program seeks to present a reasoned, farsighted approach to the renewal of the city's physical plant, to chart the course of the city's physical plant development, and to make the difficult choices necessary to that end. The draft of the program has been prepared and is undergoing extensive review before publication later in the year.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

The procedures for preparing the 12-year program were as follows:

- a) In January, 1962, questionnaires were delivered to each agency by the Authority's capital budgeting officer. The questionnaires requested considerable information on each proposed improvement.
- b) From February - May the capital budgeting officer visited all of the facilities which it appeared city departments would want to replace or expand or abandon.
- c) In the summer and early fall of 1963 the questionnaires were collected and supplementary information gathered from several sources, including renewal project teams.
- d) During the fall the agency requests were related to renewal plans for each area of the city and differences of timing and priority reconciled.
- e) In late fall and early winter an extensive draft document was written.
- f) During the winter months this draft was examined by a review board of top Authority management and experts on Boston's government. This led to several revisions of the document, leading to a final draft which represented the review board's thinking.
- g) Since this draft contains several major policy recommendations, it was submitted in early spring to top officials of the city and city departments for their reaction.
- h) It is expected that their reactions will be available soon, and that, thereafter, the final draft can be prepared for public presentation.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

The second, the COMMUNITY RENEWAL PROGRAM, is to be applied for later in the year. The CRP is designed to fill some important gaps so that the Boston Development Program may be a more effective instrument in the renewal of the city. The latest list of studies proposed to be taken is as follows:

is to be applied to fill some of the city. The taken is as

- a) Industrial and Commercial Development
(sub-categories have not yet been defined)
- b) Housing Needs and Resources
- c) Rehabilitation
- d) Production of New Housing
- e) Regional Recreation
- f) Local Recreation
- g) Program Aspects of Recreation
- h) Health and Related Services
- i) Waste Disposal
- j) Utilities
- k) Street Sufficiency
- l) Fire Stations
- m) Base Mapping
- n) Land Use and Building Condition Surveys
- o) Financial
- p) Transportation
- q) Port

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

- E. BOSTON'S PARTICIPATION IN METROPOLITAN PLANNING: As the central city for the seventy largest metropolitan areas in the nation, Boston is very much concerned about metropolitan development and has participated in two metropolitan planning efforts.

The first of these was the NORTH TERMINAL AREA STUDY. This study did not include the whole metropolis but was concerned with its northern sectors. The City of Boston, through its Redevelopment Authority as the city's planning agency, participated in this study with seven public and quasi-public state agencies - the U. S. Bureau of Public Roads, the cities of Cambridge and Somerville, and the Boston and Maine Railroad.

The NORTH TERMINAL AREA, including all of Charlestown, parts of Cambridge and Somerville, and the northwestern edge of the Boston Central Area, functions as the corridor and terminal for all transportation facilities approaching Boston from the north, northwest, and northeast. Although transportation is such a dominant element in the area, the facilities available to serve current needs are neither adequate nor effectively used.

In addition to transportation problems, there are major needs for renewal and rehabilitation of the entire area. The North Terminal Area has not shared in the growth that has occurred throughout Metropolitan Boston in recent years. Neither public improvements nor private investments have taken place in adequate amounts to preserve this area from ever increasing deterioration.

Several specific factors dictated the necessity of establishing a coordinated, comprehensive development plan for the area. Interstate highway construction is imminent. Urban renewal plans are being developed. Changes and improvements in mass transportation are being considered. Various arterial street and highway improvements are urgently needed and are being developed.

The role of the area includes:

- a) A regional and metropolitan distribution center involving transporting, storage, and trans-shipment of freight by rail, truck and water.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

- b) A residential community with a distinct identity and character and provided with all of the amenities required for sound residential development.
- c) A regional transportation interchange serving as a corridor for expressway and mass transportation facilities to the Boston Central Area, interchange between various travel paths throughout the metropolitan area, and a transfer point between truck-rail-water-freight carriers.
- d) An historic and recreation center of both regional and national importance, including revitalized Revolutionary War sites and activities, and increased development of waterfront lands.

Each of these roles exists today yet none is developed to its maximum potential. The major changes then, are expansion and intensification within a framework of reorganization and renewal so that the area as a whole is strengthened economically and functionally, and is aesthetically enhanced to improve the environment for each activity as well as for the metropolitan area.

Of the non-residential lands, over 40 percent of the Study Area is available for new development; more than 50 acres are readily available and an additional 250 acres are potentially available.

Over one-third of the total daily travel to and from Downtown Boston occurs through the North Terminal Area. Nearly as much travel between other sectors of the region also passes through the area. Because of both Metropolitan and Downtown development, movement through this major corridor will increase by almost 20 percent over the next 15 years.

Public transportation today carried only about one quarter of the total travel through the area. Public transportation facilities are old, functionally obsolete, and serve limited areas. By contrast, given a highly improved quality and quantity of service, mass transportation in the future could serve from 35 percent to 40 percent of the travel through the North Terminal Area into Downtown Boston. It is imperative

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

that transit be improved to meet these demands since there is a practical limit above which streets and highways cannot and should not be developed.

The demand for street and highway facilities is indicated not only by existing congestion but also by the demands for travel into and through the area which will occur as pending regional highway construction approaches. By 1980, over 350,000 vehicles a day will attempt to move into or through the North Terminal Area. A major portion of this traffic will be funneled across the Charles River to and from Downtown and points south.

The recommended North Terminal Area Plan contains the following key elements:

- a) Relocation of the Forest Hills-Everett rapid transit main line from Main Street in Charlestown to an alignment through the railroad yards of the Boston and Maine Railroad. The existing elevated structure over the Charles River and through Charlestown should be demolished. The line should ultimately be extended along Boston and Maine Railroad trackage to Route 128 near Reading.
- b) The Lechmere trolley car operation should be abandoned and the elevated structure removed between North Station and Lechmere terminal. Existing service should turn back at North Station; bus service to Lechmere terminal should be diverted to new stations along the Forest Hills-Everett line. Eventually rapid transit service should be extended to either North Cambridge and Arlington, or Winchester and Woburn along Boston and Maine Railroad right-of-way.
- c) Interstate Route 93, Mystic River Toll Bridge (Interstate Route 95), the Inner Belt in Cambridge, and the Central Artery should all be interconnected via an east-west leg of the Inner Belt.
- d) A new bridge is proposed across the Charles River between City Square and Leverett Circle with major connections to be provided between this bridge and the east-west link of the Inner Belt.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

- e) Major improvements along Northern Artery including a grade separation at Prison Point Bridge-Memorial Drive, and extensive revisions to Leverett Circle are proposed. Prison Point Bridge should be rebuilt and provided with more efficient connections to both Memorial Drive and to Charlestown.

The transportation improvements recommended in the North Terminal Area will cost 88 million dollars over a period of 15 years. The financing program calls for the Federal government to contribute approximately two-thirds of this cost; the remaining one-third must be the responsibility of state, metropolitan, and municipal agencies.

The second of these is the MASS TRANSPORTATION COMMISSION'S two part metropolitan planning effort including mass transit demonstrations and the preparation of a comprehensive metropolitan plan. The demonstrations began during 1962 while the planning program began in February 1963 and is to continue over a three-year period.

The MASS TRANSPORTATION COMMISSION is charged with administering demonstrations under a federal demonstration grant of \$2.6 million augmented by a \$1.8 million state appropriation. The demonstrations will involve the cooperation of the railroads, rapid transit, and bus facilities in an effort to determine what can be done to approach solutions to their problems of declining patronage. In addition to the demonstration project, the Mass Transportation Commission's responsibilities include transportation planning for the Boston Metropolitan Area and the preparation of a preliminary comprehensive regional plan and a development program with special emphasis on the transportation needs of the region. This project is to be carried out under an Urban Renewal Agency grant of \$1.6 million, a Bureau of Public Roads grant of \$2.4 million and a local appropriation of \$.8 million for a total budget of \$4.8 million.

The transportation planning project consists of five general categories of work. First, a study of basic transportation and traffic requirements of the region at present and in the future is proposed. The study begins with the collection of

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

basic data which are used later to evaluate existing and proposed transportation facilities and the problems and to formulate plans and alternative plans for street, highway and mass transportation improvements.

Second, an intensive inquiry into the feasibility of mass transportation extension is to be undertaken. This work is to include determinations of the physical feasibility of extensions, the costs of extensions, the techniques for financing proposed extensions, and the economic and operational feasibility of retaining and restoring railroad type commuter service.

Third, an analysis of administrative approaches to mass transit is to be undertaken via an analysis of the effectiveness of the Massachusetts Transit Authority organization in the Boston area and an analysis of alternative administrative approaches to mass transit extensions employed in other cities.

Fourth, the potential impact of technological change in transportation and communications on the future viability of systems in the Boston Metropolitan Area are to be evaluated.

Fifth, a preliminary comprehensive general plan is to be prepared for the Boston Metropolitan Area. It will include an analysis of major determinants of regional development, the costs and benefits of alternative regional patterns, and guidelines for plan effectuation.

Together these items constitute the preliminary comprehensive regional plan for the Boston Metropolitan Area. The study of transportation and traffic on a metropolitan basis will provide a larger framework for determining transportation improvements needed in the City of Boston. The findings on the feasibility of rapid transit extensions are expected to contribute importantly to city and metropolitan transportation policy and development programs. Mass Transportation Commission comprehensive land use and transportation planning for the metropolitan area will provide an important framework for planning at the city and project scale and serve as a basis for coordination of the proposals and activities of a number of state and local agencies.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

F. SPECIAL STUDIES:

PROPERTY ACQUISITION from private owners in urban renewal projects presents some vexing problems: viz., recognition of both party's rights, establishing a price satisfactory to the owner that will not overburden the taxpayer, and the control and accountability over the use and handling of funds.

To examine these problems and make recommendations on land acquisition procedures to the Redevelopment Authority, a contract was entered into during the summer of 1962 with Meredith and Grew. Their work till now has concentrated on early acquisition areas although it is to include other renewal neighborhoods as necessary.

Boston's UTILITY SYSTEMS, in some cases over 100 years old, are in need of reconditioning and renewal. This work can most economically be performed in conjunction with street improvements in urban renewal projects. To determine what is to be done in each project, the Redevelopment Authority contracted during the summer of 1962 with Charles A. Maguire to develop and inventory utility changes required during the renewal process.

The FEASIBILITY OF REHABILITATION in the Washington Park project had to be determined before this project could move ahead. During the spring Chester Rapkin completed his study of this question and found rehabilitation to be feasible and that mortgages could be arranged for home improvements. The study's findings and the procedures used will be applied to other areas of the city.

TRAFFIC STUDIES for the renewal areas of Boston are being carried out by Wilbur Smith & Associates, a nationally known traffic consultant. Signed in the spring of 1962, their contract directed them to study traffic patterns, proposed land uses, and proposed traffic plans for each renewal area and to determine the most adequate ways of handling traffic with a minimum disruption of the neighborhood.

A study of INDUSTRIAL DEVELOPMENT types, particularly multi story buildings, was begun during the latter part of 1962 after the signing of a contract with Chester Brown. The initial orientation of the study is towards specific conditions found in the South End. However, the purpose of the contract is to develop facts and standards that will be applicable for industrial planning and renewal undertakings in other parts of the city.

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

G. SCHEDULES FOR THE PERIODIC REVIEW AND UP-DATING OF THE PLAN:

<u>Item</u>	<u>Current</u>	Revision	<u>Date of The Next Review</u>
		<u>Since Last Submission</u>	
LAND USE PLAN	Yes	Yes	See Note
MAJOR THOROUGHFARE PLAN	Yes	Yes	See Note
COMMUNITY FACILITIES PLAN	Yes	No	See Note
PUBLIC IMPROVEMENTS PROGRAM	No	Yes	1963
ZONING ORDINANCE	Yes	Yes	

NOTE: The new general plan for Boston recommends revisions in land use and circulation proposals and sets forth general guidelines for community facilities. However, during the work on the Community Renewal Program it is expected that further revisions will be made, 1963-66.

H. BOSTON HAS MET GOALS FOR PLAN REVIEW SET FORTH IN ITS LAST WORKABLE PROGRAM SUBMISSION.

I. WAYS IN WHICH OTHER AGENCIES OF LOCAL GOVERNMENT HAVE IMPLEMENTED THE PLANS AND POLICIES DEVELOPED BY THE PLANNING AGENCY:

The administrative structure of the planning agency in relation to local action department and agencies is different from most cities. The Redevelopment Authority in Boston is the planning agency concerned with comprehensive community plans as well as renewal projects. The action orientation of the Redevelopment Authority means that comprehensive community plans are designed to dovetail and form the basis for action in the city, particularly within the renewal projects but also in the remainder of the city. To a very great extent, the departments of city government are relied upon to carry out action plans, particularly the public improvements portion of such plans. For example:

III-1 COMPREHENSIVE COMMUNITY PLAN (cont.)

- a) The MTA is constructing the new subway in the Government Center Project.
- b) The Public Works Department is building the streets in the Government Center Project.
- c) Fire and police departments are relocating their facilities in the Government Center Project.
- d) The school committee is actively considering the School Study, prepared for the B.R.A. by Sargent.
- e) The Office of Neighborhood Improvement is concentrating its code enforcement in selected Improvement Areas.
- f) The Traffic Commission is rerouting traffic according to mutually agreed upon plans.
- g) Etc.

J. THE BOSTON REDEVELOPMENT AUTHORITY AS THE PLANNING BOARD FOR BOSTON RECEIVES TECHNICAL HELP IN ITS PLANNING ACTIVITIES FROM CONSULTANTS AND FROM A RESIDENT STAFF.

K. PLANS FOR INCREASING PRESENT LEVEL OF TECHNICAL HELP:

Within the Boston Redevelopment Authority an acute shortage of technical staff is not a serious problem and no plan is set forth for increasing technical staff.

The Redevelopment Authority employs consultants as an extension of its staff as they are needed; no problem exists in this area either.

III-2 ADMINISTRATIVE ORGANIZATION

LONG RUN OBJECTIVES: Within the general objectives of "to identify and establish the administrative responsibility and capacity for carrying out overall Program for Community Improvement activity and for the enforcement of codes and ordinances," the following are specific goals which Boston seeks to achieve over the long run.

- a) To continue improving and sharpening the means for inter-agency coordination and the procedures for carrying out a balanced and comprehensive community improvement program.
- b) To improve the techniques of record keeping and the means by which such records may be utilized easily by the various agencies and organizations participating in the community improvement program.
- c) To establish the procedures and make available the resources required to initiate and maintain a systematic program for the periodic identification and review for housing and other conditions in the city as a base for formulating corrective action.
- d) To establish an integrated process for city-wide programming of code enforcement, capital improvements, municipal and social services, rehabilitation, clearance, conservation, housing development, economic development and municipal funds for the city's various neighborhoods.

TARGETS FOR NEXT YEAR: Within the scope of the long run objectives, the following targets are established to be achieved during the next year.

- a) To increase the staff of the Office of Neighborhood Improvement for increasing the effectiveness of systematic city-wide code enforcement; 1963 budget

III-2 ADMINISTRATIVE ORGANIZATION (cont.)

request is for \$161,449 which includes four additional enforcement officers, statistician, legal officer, financing and loan officer and three additional clerk typists.

- b) To look into the need and desirability for new legislation to establish a special housing court to more quickly and equitably prosecute violators.
- c) To work towards the enactment of the new zoning code which will usher in a new system of administrative procedures. The existing ordinance allows for the administration of zoning independent of the planning process. The new ordinance requires mandatory referral to the BRA on practically all changes considered by the administrative zoning agencies as well as conditional uses.
- d) To establish a Housing Department within the Boston Redevelopment Authority for improving administrative organization relative to increasing the supply of standard housing as it relates to relocation needs.

PROGRESS DURING THE PAST YEAR: In summarizing the progress during the past year, the following highlights stand out as progress made in the area of strengthening administrative organization.

By action of the City Council in April of 1962 the Office of Neighborhood Improvement was established and is now in the process of carrying out code enforcement programs in two pilot neighborhoods immediately and later on in other parts of the city.

Within the ONI office additional staff has been made available for systematic code enforcement which heretofore has been largely on a complaint basis.

III-2 ADMINISTRATIVE ORGANIZATION (cont.)

A total of 135,242 inspections were made during the past year by all departments.

Citizen participation in code enforcement programs has been achieved to a remarkable degree in connection with the ONI enforcement program in two pilot neighborhoods.

A. IMPROVEMENT OF THE MEANS FOR COORDINATING THE OVERALL PROGRAM FOR COMMUNITY IMPROVEMENT:

The history of Boston's current effort in community improvement goes back to the 1930's. In 1935 the State Legislature passed enabling legislation (Chapter 449 of the 1935 General Laws) permitting the City of Boston to establish a Housing Authority to act as the local public agency for carrying out public housing programs under the National Housing Act. Boston established its Housing Authority in 1935 and it began to manage its first project in May 1938.

With the passage of the National Housing Act of 1949 which expanded the concept of renewal to include "redevelopment", the State Legislature in 1950 enabling the Boston Housing Authority to undertake land assembly projects (Chapter 753 of 1950 G.L. and later Chapter 647 of the 1953 G.L.) which was made effective in Boston by City Council action.

Under State Legislation (Chapter 617 of the 1952 G.L.) late in 1957 the City Council created the Boston Redevelopment Authority and by that action the responsibilities for urban renewal (authorized by earlier State Legislation in Chapter 654 of the 1955 G.L.) were transferred from the Boston Housing Authority to the BRA.

During September of 1960 the State Legislature passed Chapter 652 which merged the Boston Redevelopment Authority and the Boston City Planning Board into one body under the direction of the Redevelopment Authority Board.

III-2 ADMINISTRATIVE ORGANIZATION (cont.)

On October 26, 1960, the Authority Board appointed Mr. Edward J. Logue as Administrator of the agency for a 90-day period. During this period the new Administrator prepared an organizational structure for accomplishing the Mayor's program for community improvement, prepared application for Federal neighborhood renewal planning grants covering half of the city, and expedited planning of the Government Center project, the first project in the expanded program.

The Authority Board appointed Mr. Logue as Development Administrator on January 25, 1961. As Development Administrator he assumed responsibility, under the Board's direction and supervision, for developing and carrying out plans and programs; directing and supervising staff; managing the internal organization of the Authority; negotiating with federal and state officials on authority affairs, staffing, and coordinating renewal with the Mayor's office and other city departments. The Board also declared a recruitment policy aimed at attracting only the best and most-qualified people available in the nation.

At the January 25th meeting the Board assigned to its executive director the responsibilities for land acquisition, business relocation, engineering site operations, property management, demolition, payroll and project accounting, and completion of the West End and Whitney Street Projects. Under the then Planning Administrator, the Board organized comprehensive renewal, and transportation planning and planning administration. The divisions of Development and Administration were established together with the Planning Division under the immediate supervision of the Development Administrator.

The authority vote establishing the organization of the authority is included on pages 12 through 14 in "Boston's Workable Program for Community Improvement, 1962", a summary statement issued by the BRA. On page 15 of this bulletin is shown an organization chart for the BRA which is still followed. No changes are expected during the next year, except if the recommendations of the Management Services Associates, Inc. report entitled "A Comprehensive Program for Family Relocation for the Boston Redevelopment Authority" are adopted.

III-2 ADMINISTRATIVE ORGANIZATION (cont.)

In 1961 the OFFICE OF DEVELOPMENT was established to provide a direct link to the Mayor for the administration of the Development program for undertaking specific assignments on case situation (e.g., displacement due to the turnpike). The Development Administrator has been appointed head of the Office of Development in addition to serving as the chief administrative officer of the Redevelopment Authority. Many of the staff functions originally proposed for the Office of Development have been established in the Redevelopment Authority. Further study will be given to the original proposals for the Office of Development during the ensuing year.

VARIOUS GOVERNMENTAL AGENCIES are cooperating in the accounting of their costs which may be considered by the Federal Government as eligible local contributions to an urban renewal project. Procedures for this were developed by the Boston Redevelopment Authority and provided to city departments as well as any non-city agency that may construct facilities benefiting urban renewal projects.

The MASS TRANSPORTATION COMMISSION and the Boston Redevelopment Authority have and are working closely on the MTC's program of metropolitan planning and mass transportation demonstrations. The Boston Redevelopment Authority is represented on technical and advisory committees established to review the work of the MTC as it progresses. Via this committee structure good communications and coordination between the MTC and the BRA is expected.

The BOSTON HOUSING AUTHORITY and the Boston Redevelopment Authority have been working closely in two ways: first in the programming of new and rehabilitated public housing units for the elderly, etc. in Boston's urban renewal projects; secondly, in the ways in which the Columbia Point housing project and environs may be improved. A feasibility study for this area has been applied for.

The BOSTON REDEVELOPMENT AUTHORITY does assume responsibilities for promoting economic development as part of its commitment to the Boston Development Program. In seeking to promote

III-2 ADMINISTRATIVE ORGANIZATION (cont.)

the economic development of the city the BRA has or will undertake the following activities:

- a) A Community Renewal Program is being applied for which will include industrial and commercial studies. These studies are intended to act as a background for a promotion program by identifying the types and kinds of commerce and industry Boston can reasonably seek to attract.
- b) Through the GNRP planning, economic studies were and are being conducted which identified the feasibility of commercial and industrial development in these areas.
- c) As part of the planning program for Boston and the Regional Core, a number of sites were identified and the action program formulated for making these sites available for commercial and industrial development.
- d) The Boston Redevelopment Authority works with the Massachusetts Port Authority in promoting the development in the port area.
- e) In connection with the Urban Renewal Projects and the Business Relocation process, every effort is made to find suitable space for businesses to relocate into within the city limits. In addition, an important consideration in the project planning process is to strengthen existing business districts.
- f) The Boston Redevelopment is in the process of completing a vacant land survey of the entire city as an important first step in promoting the development of these sites.
- g) The BRA works very closely with the Massachusetts Committee for Industrial Expansion in promoting local economic development within their responsibility for statewide expansion.

III-2 ADMINISTRATIVE ORGANIZATION (cont.)

B. PROGRESS IN STRENGTHENING THE COMMUNITY'S ADMINISTRATIVE ORGANIZATION FOR CARRYING OUT THE PROGRAM:

During 1962 a major effort was made to establish and strengthen the administrative organization for carrying out systematic code enforcement within the City's Improvement Areas. Following the action by the City Council establishing the Office of Neighborhood Improvement, a recruitment and training program was undertaken for the purpose of making available resources for systematic and city-wide (excluding renewal areas) code enforcement.

The OFFICE OF NEIGHBORHOOD IMPROVEMENT was established by action of the City Council in April, 1962 to improve the administrative organization within the city to more effectively prevent the spread of blight and eradicate pockets of blight systematically in the Improvement Areas of the City. The Office of Neighborhood Improvement is formulated along the lines recommended by the Boston Municipal Research Bureau in their report: "Improving Our Neighborhoods, A New Approach to Code Enforcement." The purpose of this organization is to expand code enforcement activity beyond response to complaints into the area of systematic city-wide enforcement. The ONI is not an enforcement agency. Violations detected by ONI which are not abated are referred to the enforcing department (Building, Health, Fire) for enforcement action.

During August of 1962 a director of the Office of Neighborhood Improvement was appointed and twelve code enforcement officers were appointed during the next two months. Four of the code enforcement officers are college graduates, four have had some college training, and the remaining four were selected because they had a technical background in one of the building trades or had many years of experience in sales. Sales experience is regarded as important because one of the programs is oriented to voluntary compliance. Referrals for legal action are made to the enforcing departments only when voluntary compliance cannot be obtained. Four additional code enforcement officers are to be appointed when qualified personnel are found.

III-2 ADMINISTRATIVE ORGANIZATION (cont.)

REFERRALS, requests for information and/or planning judgments come to the Authority from a variety of sources: city departments, the City Council, other public agencies, private (national and local) businesses and agencies, individuals. Some involve extensive work and research; others can be answered by a phone call or letter. An example of the former is a Council Resolution requesting information on the business and family dislocation caused by the Turnpike construction; an example of the latter is a request for information on trailer parks in the City.

A chief planner has been made responsible for handling referrals, aside from those that go directly to a project team. He may answer them himself or refer them to the staff member with special knowledge in the area. In terms of quantity, on the average of one referral requiring substantial work and ten requiring short replies are received each week. They occupy the full-time of one principal planner, and occasional time from other staff members.

C. CODE ENFORCEMENT: CHANGES IN ENFORCEMENT TECHNIQUES AND CODE ENFORCEMENT PROGRAMS.

During January, 1962 the Municipal Research Bureau's Report on code enforcement was published. The Research Bureau's report describes the findings of their study of code enforcement within Boston as well as in Baltimore, Cleveland, New Haven, Philadelphia, and Washington, D. C. The salient findings and recommendations of the study may be summarized as follows:

- a) Code enforcement in Boston at the time of the study is limited in scope and concerned basically with complaints and with the abatement of obvious nuisances.
- b) The important and outstanding aspects of the code enforcement efforts in the five cities were summarized to point out feasible means for strengthening code enforcement in Boston.

III-2 ADMINISTRATIVE ORGANIZATION (cont.)

- c) Utilizing the experience in other cities, the report recommended:
- 1) The establishment of a single city agency, ONI, responsible for code enforcement via the enforcing department and for administering the neighborhood improvement program.
 - 2) Participation and support of the neighborhood organizations as one of the basic tools of the improvement program.
 - 3) Trained in inspection procedures, the improvement agency inspectional staff should make complete interior and exterior inspections on a door-to-door basis as part of an overall program of environmental improvement, including street reconstruction, street lighting, etc.
 - 4) Provide specialized staff services to owners and tenants.
 - 5) Appoint a seven member Advisory Committee on Code Enforcement to review and coordinate policies and programs.
 - 6) Community relations and planning of improvement efforts are to be carried out with the assistance of the BRA.

In establishing the Office of Neighborhood Improvement, recommended by the Municipal Research Bureau's report, as an operational agency for city-wide code enforcement an intensive in-service training program was initiated. The mornings were spent in class training in all phases of code enforcement. During the afternoons the trainees made field inspections following up identified violations until voluntary compliance was obtained or the matter was referred to the enforcement department.

The training course material covered a wide variety of subjects and included field trips to view specific enforcement problems and procedures. Among the subjects covered are: rodent control, civic attitudes and efforts, plumbing, electrical hazards and violations, fire hazards and prevention, salesmanship, loans and improvement financing, and a 15-week evening extension course given by the University of Massachusetts on code enforcement and environmental sanitation. The trainees are examined frequently on the material covered.

III-A ADMINISTRATIVE ORGANIZATION (cont.)

D. PERSONNEL ALLOCATED FOR ENFORCEMENT OF EXISTING CODES

<u>Kind of Code</u>	<u>Department Responsible for Administration and Enforcement</u>	<u>No. of Personnel 1962-63</u>	<u>1963-64</u>
BUILDING	Building Department, City of Boston	51 (39)	Same
GAS	Building Department, City of Boston	6 (5)	Same
ELEVATORS	Building Department, City of Boston	8 (7)	Same
ELECTRICAL	Building Department, City of Boston	23 (21)	Same
ZONING	Building Department, City of Boston	1+ (*)	Same
HOUSING	Health Department, City of Boston	23 [#] (21) ^{&}	Same
FIRE	Fire Department, City of Boston	%	Same

NOTE: Out of the Office of Neighborhood Improvement, inspections are made in improvement areas of the city. The ONI has no enforcement powers except via persuasion; difficult cases are turned over to the city department having jurisdiction.

* Included in Building Code field workers.

Equivalent full time persons.

& Equivalent full time persons; actual: 42 inspectors spending half time on housing code, remaining time is spent on other codes.

% In-service Inspection Programs using the entire manpower of the Department are carried out each year from April 1 to October 30 during which time inspections are made of all buildings.

III-2 ADMINISTRATIVE ORGANIZATION (cont.)

E. NO NEW CODES ARE PROPOSED TO BE ADOPTED DURING THE NEXT YEAR.

(See Section IB on Zoning Ordinance.)

F. THE CITY OF BOSTON DOES NOT HAVE SUBDIVISION REGULATIONS.

LONG RUN OBJECTIVES: Within the general objective of "to achieve community-wide participation on the part of individuals and representative citizens' organizations to provide, both in the community generally and in selected areas the understanding and support necessary to insure success," the following specific goal Boston seeks to achieve over the long run is:

- a) To build a base of organization and experience that will be available when the renewal process has been completed to assure citizen participation in the affairs of government continuing at a high level for the prosperity and good health of Boston.

TARGETS FOR NEXT YEAR: Within the scope of the long run objectives the following targets are established to be achieved during the next year.

- a) To encourage within each renewal area the formation and/or continuation of citizens' groups whose primary concern will be the translation of their community's viewpoints into a useful renewal plan for their area.
- b) To hasten the development of effective social plans and improved social opportunities for the people of the grey areas of the city.
- c) To demonstrate by whichever means are available to the people of Boston that the renewal process is an expression of their intentions for their city and thus reduce much of the fear of governmental action which characterizes much adverse reaction to renewal.

PROGRESS DURING THE PAST YEAR: In summarizing the progress during the past year, the following highlights stand out as progress made in the area of citizen participation.

- a) ABCD, a private nonprofit group, received a Ford Foundation grant, hired an executive and expanded its staff to carry out a citywide program of social planning.

III-3 CITIZEN PARTICIPATION (cont.)

- b) The Citizens' Committee for Minority Housing was constituted and a staff secretary hired.
- c) A study of and recommendations on citizens urban renewal committee was carried out under ABCD at the Mayor's request.
- d) An advisory committee on social planning in Washington Park was established.
- e) Neighborhood committees for renewal were strengthened or initiated in all early priority areas.
- f) The CCBD was established and has provided funds for preparing an S & P application for the Central Business District.
- g) Historical Preservation, Design Advisory, and other citywide committees stepped up their activity.

A. OFFICIAL RESPONSIBLE FOR THE DEVELOPMENT OF CITIZEN PARTICIPATION IN THE PROGRAM FOR COMMUNITY IMPROVEMENTS:

The Mayor, the Development Administrator, and the board of ABCD carry the basic responsibility for the development participation in Boston's community improvement.

ABCD was formed from an idea by Mayor Collins and the Development Administrator and interested citizens. The Mayor appointed an Advisory Committee in the spring of 1961 and this Committee, through the use of 15 different specialists examined the significant social problems and opportunities in Boston, hired the nucleus of a staff, and prepared an organizational structure to deal with the social problems of the city.

Specifically, the goals of ABCD were to:

- a) Assist public and private agencies with ideas and money in setting up specific programs in areas with acute social problems.

III-3 CITIZEN PARTICIPATION (cont.)

- b) Conduct research and planning aimed at providing better community programs for all the city's people.
- c) Help neighborhood citizens and institutions in planning social and physical changes to benefit their communities.

In the fall of 1962 the Ford Foundation granted \$1.9 million to ABCD to finance a 5-year community-wide attack on urban problems. A matching sum of \$400,000 has been provided by the permanent charity fund and Community Services of Boston.

Boston became the third city in the country to benefit from the Ford Foundation's Great Cities Grey Areas' Program. In a statement explaining the grant, Dyke Brown, Vice President of the Ford Foundation, noted that "Boston is the first of the largest American cities to participate in the Foundation's program of grants to support the comprehensive attacks on the human problems of the deteriorating urban area."

Through its large board membership--men chosen for their interest in the city of life with a great variety of interests--and its highly skilled professional staff, through its cooperation with existing organizations, both public and private, temporary and permanent, citywide and neighborhood groups, ABCD expects to make a major contribution to the development of further citizen participation in Boston's improvement. The creation of ABCD is the most dramatic illustration of private effort cooperating with public agencies toward a renewed city. Receipt of the Ford Foundation grant matched with local funds provides assurance that the agency can accomplish social planning parallel with physical development of the city.

B. CITIZEN ADVISORY COMMITTEE:

Late in 1962 Mayor Collins requested ABCD to undertake a study of citywide and neighborhood citizen participation in the renewal program. ABCD contracted for the consulting services of two experts in the field of citizen participation

III-3 CITIZEN PARTICIPATION (cont.)

and called for their report to be completed by May. This report has been completed and the judgment of those consultants is made part of this workable program submission. It is the viewpoint of the consultants that in the City of Boston, at this time, a citizens' advisory committee on urban renewal should be composed of representatives from every area of the city and from all citywide special committees. It should be a forum through which every organization in the city can voice an opinion on the renewal process. The findings of the consultants are as follows:

Note: finding to be outlined here when submitted

The consultants' report was submitted to ABCD on approved by the board of that organization, and transmitted to the Mayor for appropriate action.

C. CITIZENS COMMITTEE ON MINORITY GROUP HOUSING

On January 22, 1963 the Mayor appointed a 25-member Committee on Minority Group Housing. The purpose of this Committee is to make available equal opportunities for improved facilities and housing for all families and individuals in the City of Boston. The Committee consists of representatives of major religious faiths, private organizations concerned with minority group problems, business interests, governmental, anti-discrimination agencies, and community representatives. In April the Committee employed a professional staff director and is now at work in setting forth a program for effective development of minority housing opportunities. The specific goals and first actions of the Committee are discussed under the topic of Housing for Displaced, since the subject of housing is the primary focus of the group.

III-3 CITIZEN PARTICIPATION (cont.)

D. OTHER COMMITTEES ESTABLISHED OR TO BE ESTABLISHED TO STUDY SPECIAL PROBLEMS:

During the winter, at the request of the Mayor and the Development Administrator, ABCD established an advisory committee on social planning in Washington Park. The purpose of this committee is to commit citywide responsibility, influence, and interest to the development and carrying out of a comprehensive plan of public and private program services in Washington Park.

The committee will make recommendations to the Development Administrator, and through him, to the appropriate policy-making officials in public and private agencies on all aspects of social planning and development for Washington Park.

The committee's principal functions are:

- a) To coordinate and stimulate effort in social and welfare services.
- b) To stimulate the adoption of new approaches and methods by public and private agencies for dealing with social problems which, if unresolved, may hinder, interrupt, or blight the full impact of the renewal program in Washington Park.

The Committee will focus attention on short-range demonstration possibilities in education, housing, health, recreation, and welfare services, especially those possibilities that can be planned for early implementation. It will carry out long-range planning for establishment of program services to meet long-standing social needs and problems. The Committee's efforts thus will parallel physical development plans for Washington Park.

Its membership includes 13 people representing city agencies, health, education and welfare departments, state department of mental health, courts, school committee, Council of Churches, Boston Housing Authority, Catholic archdiocese, and private businesses. This Committee is now formulating a step by step program.

III-3 CITIZEN PARTICIPATION (cont.)

E. CITIZEN PARTICIPATION PROGRAMS CARRIED OUT OR PLANNED FOR NEIGHBORHOODS AFFECTED BY RENEWAL.

In the WASHINGTON PARK RENEWAL PROJECT planning effort citizen participation has been emphasized at every step. The principal committees being: The Citizens Urban Renewal Action Committee, the Washington Park Steering Committee, the Professional Advisory Committee, and the Roxbury-North Dorchester Inter-Faith Clergy Committee on renewal.

CURAC draws its membership from approximately 26 block organizations which elect representatives to serve on the committee and act as liaison between the block groups and neighborhood organizations. Through this process a broad base of citizen participation in renewal program formulation has been created. This participation will be reinforced throughout the execution period of the project.

The citizen participation program in Washington Park includes involvement of citizens in the following processes:

- a) Fact-finding throughout the survey and planning period, including evaluation of environmental conditions and the adequacy of community facilities.
- b) Forming goals and objectives for the urban renewal plan, including social and educational improvement as well as physical improvement.
- c) Formulating plan proposals for treatment of the project area, for land use, housing development, community health, recreational, and municipal services facilities, and rehabilitation of private housing.

Throughout the Washington Park planning process the people of the area expressed their opinions regularly. They appeared at city council hearings to support the extension of the boundaries of the project in March of 1962; they came in great numbers to subsequent public hearings. They presented to Mayor Collins a final renewal plan for the area in December of 1962, and, in a large turnout at a public hearing on January 14, they voted overwhelmingly in support of the final plan for the project.

III-3 CITIZEN PARTICIPATION (cont.)

In the SOUTH END the principal means of citizen participation has been through the South End Urban Renewal Committee, comprised of representatives from each neighborhood association, the South End Businessmen's Association, the Inter-Faith Association of Clergy, the medical professions, and social service agencies. The committee numbers about 40 people and meets bi-weekly. It is concerned with the total South End area and has divided into a physical planning committee, social planning committee, and information committee. During the late winter and spring months of 1962, it conducted 26 public meetings with neighborhood associations in the South End in an attempt to obtain expression of views of the people on their neighborhood. The findings of these meetings were incorporated into the first urban renewal plans for the South End.

The committee played a major role in achieving the early land acquisition loan for Castle Square. Its membership supported the measure strongly at public hearings before the Authority and the Council. One of its most significant efforts has been assistance in the pilot rehabilitation project in the South End. This pilot project was designated in an area suitable for rehabilitation and conservation, and the committee participated in choosing the properties to be rehabilitated, getting the work underway, and reviewing its first results. The committee hopes to apply its experience throughout the South End.

Among the other activities of the South End citizens has been the improvement of a vacant school site for recreational purposes. This school site was a sunken, littered, despoiled area, surrounded by a broken fence--an attractive hazard to children who had no other place to play. The 8 Streets Neighborhood Association has been working with city departments and private donors to develop on this site an adequate playground, a small children's play area, and passive recreation opportunities for the elderly. In this process it has been aided by a planner assigned by the Redevelopment Authority to the effort. Other outcomes of community participation in the South End include the improving of fences in backyards, closing off unused alleys, and establishing a new playground facility on the site of the former high school.

III-3 CITIZEN PARTICIPATION (cont.)

A third early physical development priority is Charlestown. There, in January of 1962, a temporary federation of 52 organizations was formed to work with the Redevelopment Authority. This federation and the Redevelopment Authority's renewal staff worked throughout the winter and spring in the development of information on Charlestown.

An excess of 60 meetings was held in the area with an average attendance of 30-100 people. During the summer the Authority's staff was able to distill many of the suggestions into sketch plans which in the fall of the year were presented to the Charlestown federation's urban renewal committee. As a result of the planning effort it appeared that property acquisition in Charlestown should be undertaken early to ensure development of new housing for people who would have to be displaced through the urban renewal process.

A CHARLESTOWN early land acquisition program proposal was presented to the community early in 1962, and it was found that the citizens of the area needed additional time in which to study the first proposals and make further suggestions on them. Consequently, the Authority currently is engaged in a close cooperation with the Charlestown federation in presenting its sketch plan throughout the area. The federation has 6 sub-committees assisting in Charlestown's improvement: renewal coordinating, education, youth and senior citizens, community services, health and general welfare, and publicity, all of which are operating within the renewal process toward the improvement of Charlestown.

Perhaps the most significant recent action of the federation was the mass showing of citizens at a legislative hearing on a proposal to relocate the elevated tracks in Charlestown. The federation organized a drive for funds to rent buses to carry interested citizens to the state house for this hearing, and this drive culminated on March 4 in a caravan of 21 buses carrying some 1300 to 1500 people from Charlestown.

Several other citizen groups are working actively for the improvement of their neighborhoods in areas of lower priority:

The SOUTH BOSTON Residents' Group, organized two years ago, created an Urban Renewal Committee early in 1962. This committee has sponsored a series of local meetings in seven neighborhoods of the district for discussion of the results of the BRA's preliminary fact-finding surveys and of the applicability of urban renewal to South Boston.

III-3 CITIZEN PARTICIPATION (cont.)

These neighborhood meetings led to a weekly series of planning workshops designed to assist the BRA in developing a preliminary General Neighborhood Renewal Plan. The workshop groups, with BRA staff help, have completed the fact-finding stage which included such matters as population densities and building coverage and other building requirements. South Boston residents now are working on the preparation of preliminary sketch plans for the district and the selection of a voluntary rehabilitation pilot area.

In EAST BOSTON the major community organization is the Logan Civic League. The League has representatives from many of the district's special interest groups as well as having strong representation from East Boston neighborhoods.

To date, the Civic League's activities have focused on community improvement programs such as school repairs, obtaining a new part for the district and sponsoring public meetings. In a very real sense the self-help accomplishments of the Logan Civic League are typical of the growing participation of citizens in tackling community problems. A quote from a recent League newsletter illustrates this:

To obtain safety islands in Central Square, for example, we had to prepare a complicated traffic flow plan in considerable detail. Ten residents volunteered to help in the preparation of this plan; we recruited the services of a local mechanical draftsman to prepare the final drawings. It was through community organization that we were able to accomplish this desirable traffic improvement.

In NORTH DORCHESTER an Area Citizen Action Committee was initiated early in 1962. Now operating on a formal constitutional basis, this citizens' committee is representative of the various organizations, institutions and groups in the North Dorchester-West Hill area of the GMRP.

In an organized manner the citizens and institutions of this area in the GMRP are involved in neighborhood improvement programs and projects, education for future urban renewal planning and action and developing programs focused on neighborhood social problems.

III-3 CITIZEN PARTICIPATION (cont.)

Comparable citizen participation efforts are now being intensified in the Highland Park and Lower Roxbury areas of the Roxbury-North Dorchester GERP.

Finally, the Dorchester United Neighborhood Association has been active for two years in improvement in planning for that part of Dorchester outside the renewal area. Its principal contribution now is in the code enforcement program where it is cooperating with the city's Office of Neighborhood Improvement in a pilot program of code compliance (See Section Page) but it is also concerned with the development of the Neponset River Basin with necessary opportunity renewal projects in Dorchester, and with all aspects of social and economic planning for the communities of Dorchester.

Within the DOWNTOWN area the effort of the Boston Redevelopment Authority has been to work closely with business committees in the planning for the downtown. Perhaps, the best illustration of activity is the Chamber of Commerce's effort on the Waterfront, which culminated in preparation and approval of the survey and planning application for a \$25 million renewal project. The Chamber provided the necessary funds to prepare the survey and planning application and created the Waterfront Development Corporation, a private organization which has contracted with the Redevelopment Authority to draw the plan for the area. This corporation is working under general supervision of the Chamber of Commerce, immediate supervision of the Development Administrator, and together with the Agriculture Department, the food and flower wholesalers and retailers, and other people of the area to provide a plan which will make Boston's waterfront again an outstanding example of a window on the water.

The COMMITTEE FOR THE CENTRAL BUSINESS DISTRICT, established in the summer of 1962, provided \$150,000 to hire nationally recognized planners to prepare a survey and planning application for the Central Business District. Following HHFA approval of that application the Redevelopment Authority contracted with the committee for preparation of a plan. Again, that plan will be prepared under the general supervision of the businessmen of the Central Business District through their committee, and will be done in concert with the desires and wishes of the businessmen of the area. It

III-3 CITIZEN PARTICIPATION (cont.)

is the expectation of the Authority that in any further downtown projects the same cooperation will prevail between the people affected and the planning staff of the agency.

Several committees operate on a citywide level in areas of special interest. Among these are:

The Committee for the PRESERVATION OF HISTORICAL BUILDINGS, which is setting the standards by which the historical value of a building can be determined, anticipating the use of these standards to determine which structures in each renewal area should be saved for historical reasons. One product of this is the plan for the extension of the Beacon Hill Historical District to the north slope of Beacon Hill. This has been supported before the General Court.

The ARCHITECTURAL ADVISORY COMMITTEE to the Redevelopment Authority whose purpose is to review physical designs proposed within renewal areas.

The BUILDING CODE ADVISORY COMMITTEE, working on streamlining the city's building code.

The MAYOR'S RECREATIONAL ADVISORY COMMITTEE, which seeks to outline a broad program for recreational development.

The METROPOLITAN PLANNING COMMITTEE, composed of Methodist clergy and laymen, has drawn up plans for the restoration of the Old West Methodist Church. This is perhaps one of the best examples of the efforts of a private group to renew the traditional face of Boston. It is proposed to cost \$250,000. This venerable building was designed in 1806 by Asher Benjamin, but more than a half century ago was closed as a house of worship and became a branch of the Boston Public Library. It barely survived several changes in the West End, including street widenings from 1914 to 1924, and a few years ago its future was far from promising.

III-3 CITIZEN PARTICIPATION (cont.)

F. SIGNIFICANT CHANGES IN THE EXTENT OF CITIZEN SUPPORT AND PARTICIPATION IN THE COMMUNITY IMPROVEMENT EFFORT:

The significant changes in the extent of citizen support participation are the addition of several new groups in the redevelopment process and social planning effort. They have been identified above. What remains to be stressed is that these are not figurehead groups; they are active, hard-working bodies who must spend considerable time at the effort for which they volunteered. Essential to the success of these groups is the interest of the Mayor and a wide base of support for improvement, and, above all, the philosophy of the Redevelopment Authority that it plans with people.

Renewal plans for large areas cannot be completed if the people of those areas are not in concert with its ends and its means. At the same time the people have to be fully informed, and, very often, the facts themselves have to be developed through meetings with them. A city with its dynamic thrust cannot compose any final score to be repeated to different audiences in future days, but must, of necessity, build flexible schemas which enable future residents to adjust the environment to their taste. This can only be possible when the impressions, the expressions, the concerns, and the aspirations of the people of the area are part of the plan itself.

Going beyond the renewal planning process to other community improvements in the City of Boston there is wide support for improvement by the city's leading newspapers, by its other news media. In fact, a great deal of effort is expended on the part of radio and press to present, in the fullest detail possible, all the aspects of Boston's problems, its tentative solutions, its successes, and its setbacks. The city and the state have faced some painful disclosures over the recent past and the people are keenly aware now of what they expect of their government and are prepared to hear from the news media what is happening in the city.

Consequently, when the Harvard Study of school buildings was presented to the public, it was carefully covered in all news media in considerable length and has, in fact, been taken up throughout the city by various citizen groups interested in schools. Participants have reviewed it on television and radio. It has been widely discussed.

III-3 CITIZEN PARTICIPATION (cont.)

The Development Authority has a staff of information specialists who provide graphic brochures on proposals for each renewal area.

The Division of Citizens Relations operating within the Authority, but answerable to the Mayor, works closely with community groups throughout the city. The division's employees find out from the citizens what impressions they have of existing city services. They pass that information back to the city departments; they suggest corresponding improvements of city agencies' efforts; and they also provide people with an understanding of what city agencies face in carrying out their mandate.

Planning officers and renewal teams work out in the community. Site offices are established early in a project's life, in fact, even before the early land acquisition loans are received.

In the final analysis it is not possible to assay the full breadth and depth of citizen participation for community improvement, but the existence of new organizations, the amount of coverage by news media, the spirit of Boston in the sixties - aiming high for the seventies, the wide membership in organizations - neighborhood and citywide, the traditions, the city has for supporting private cultural activities, and the recent All American Award to Boston as an example of the impression the city has made on other areas of the country, should be sufficient evidence that planning with people is a going process, a lively and a democratic process. There is no alternative to effective participation.

The goals for the new year are to maintain and reinforce this trust. In the long run, as well as in the short, development, and even new social planning, must have a citizenry that is capable of making its own decisions.

Part IV

BOSTON PREPARES TO MOVE AHEAD

BOSTON PREPARES TO MOVE AHEAD

The program of action tied to long range objectives that Boston is undertaking requires that relocation of displaced businesses and families be carried out in a human and thorough fashion and that the means of financing this great program be formulated. This part describes the progress made in these two critical areas.

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES

LONG RUN OBJECTIVES: Within the general objective of preparing and maintaining a community program to relocate families displaced by governmental action, including code enforcement, slum clearance and the construction of highways and other public works, in decent, safe, sanitary housing within their means," the following are specific goals which Boston seeks to achieve over the long run.

- a) To improve the quality of relocation services rendered to relocatees as part of title one and public housing projects.
- b) To assist in the passage of legislation that will require relocation services to be rendered to relocatees because of other government actions such as highway construction.

TARGETS FOR NEXT YEAR: Within the scope of the long run objectives the following target is established to be achieved during the next year.

- a) To evaluate the recommendations of consultants on

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

relocation and to implement those that are most important.

PROGRESS DURING THE PAST YEAR: In summarizing the progress during the past year, the following highlights stand out as progress made in the area of rehousing displaced persons.

During 1962 the study of family relocation needs, problems and resources in Boston was completed by the Management Services Associates.

During 1962 a study of business relocation needs, problems and resources in Boston was begun. This study is to be completed later in 1963.

A. FAMILY RELOCATION

The BRA is responsible for the relocation of all families and single person householders that are displaced from urban renewal areas. The Boston Housing Authority provides relocation opportunities for families displaced from its site developments with incomes that are somewhat higher than the maximums for other low income families. Relocation bills have been filed with the Massachusetts General Court this year to propose that State agencies pay for moving expense and relocation services for persons displaced by their program. Currently, no payments are permitted.

A.1 DISPLACEMENT BY GOVERNMENT ACTION DURING PRECEEDING YEAR:

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

<u>Type of Displacement</u>	<u>Families</u>
URBAN RENEWAL	370
HIGHWAYS: MASS. TURNPIKE	700*
CODE ENFORCEMENT	NA
OFFICE OF NEIGHBORHOOD IMP	0
BOSTON HOUSING AUTHORITY	0
TOTAL DISPLACEMENT	1,070

*Total displacement from the construction of the extension of the turnpike into Boston by the Mass. Turnpike Authority is 1,050 families and single person households according to the Turnpike Authority. It is estimated that 700 were displaced during 1962 and 350 will be displaced during 1963.

A.2 HAVE FAMILIES BEEN SATISFACTORILY REHOUSED; WHAT PROBLEMS OR DIFFICULTIES WERE ENCOUNTERED

Families and business displaced by renewal action have been relocated satisfactorily. A very small number of families from the Government Center Project have been relocated into the 6 housing for the elderly developments opened in 1962 (3 in Dorchester, 2 in Roxbury, 1 in Jamaica Plain). Housing for displaced families to date have been provided primarily by use of the existing inventory. In general, the relocation has been more than 75% into private rental housing, 10%-13% into public housing, and 10%-12% into sales housing. The primary reception areas have been the areas contiguous of near to the Project Area.

Displacement due to the construction of the Mass. Turnpike extension was a considerable portion of the 1962 relocation load. However, the Mass. Turnpike Authority is not responsible for providing relocation services to relocatees. In recognizing this need, the city provided advice to persons displaced by the turnpike through the Mayor's office.

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

However, it was not possible to provide relocatees with relocation payments.

A.3 STUDY OF FAMILY RELOCATION REQUIREMENTS

During 1962, Management Services Associates, Inc. studied the relocation requirements of the Boston Program in a comprehensive fashion. In their report they identified four basic requirements of the relocation program for people displaced by clearance, rehabilitation and code enforcement:

- a) The importance of an adequate supply of housing that fits the pocketbooks and desires of the people to be relocated. Recommendations included:

Improvement of the system of data gathering so that information about families and households is no longer faceless, but precise and human; so that more data on housing supply are obtained more specifically by location condition, size and kind; and obtained periodically over the time span when relocation is going on.

Improved use of the data for program, for finding out what standard housing there is and where it is located, that will fit the needs of families; and what families cannot be served from the existing inventory.

Assign a new staff the responsibility of creating housing that will fill the gaps in the inventory, using every resource recently opened up through Federal legislation, and through the exploitation of every other device available in any given period.

Check and control the rate and quantity of displacement so that it fits this housing supply. This means that the quantity of displacements

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

within a project may be reduced or expanded; additional projects may be brought into execution; projects may be withheld from execution, depending upon the housing supply available or to be made available in any given period.

- b) The integration of Social Services into the relocation process of services for dealing with those whose relocation is complicated by personal, social or economic problems or handicaps, or whose relocation raises problems for the building or neighborhood into which they may move.
- c) Establish an organization and staff qualified to carry on the new duties under uniform procedures.
- d) Provide equal services for all displaced persons. At the present time Federal and State legislation does not provide for equal benefits to relocatees from clearance projects, public housing projects, highway construction, code enforcement, etc.

A.4 COMMUNITY PLAN FOR RELOCATION OF FAMILIES DISPLACED BY GOVERNMENT ACTION OVER THE NEXT TWO YEARS:

Relocation Needs by Type of Displacement	1963		1964	
	Families	Bus.	Families	Bus.
URBAN RENEWAL	1,329		1,300	
HIGHWAYS: MASS. TURNPIKE	350		0	
CITY CODE ENFORCEMENT	NA%		NA%	
OFFICE OF NEIGHBORHOOD IMP.	*		*	
PUBLIC HOUSING CONSTRUCTION	45 [#]		NA	
TOTAL DISPLACEMENT	1,724		1,300	

%It is anticipated that arrangements will be made in the

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

future with the Building Department to provide a source of accurate data on displacement of this type.

*The Office of Neighborhood Improvement is carrying out pilot projects in the Dorchester Improvement Areas and is expecting to undertake a broad program of conservation in other areas. Experience with their existing pilot project and the completion of planning for other areas will provide a basis in the future to estimate displacement from this program.

#This does not include occupancy in structures referred from the BRA to the BHA for rehabilitation purposes. To date fifty units have been designated.

A.5 ESTIMATES OF RELOCATION HOUSING

Estimates of available housing during 1963 and 1964 are based on present development plans and timeschedules. These are subject to modification on the basis of actual experience in construction and changes in the development timeschedule.

a) Turnover in public housing.

<u>Bedrooms per Unit</u>	<u>Number of Units</u>
1	362
2	805
3	576
4	120
5	24

b) Turnover in existing private housing.

<u>Bedrooms per Unit</u>	<u>Total Turnover</u>	<u>Available for Relocation</u>
1	5,130	1,025
2	5,205	1,040
3	3,156	630
4	1,440	280
5	240	45

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

Private sales housing turnover.

<u>Bedrooms per Unit</u>	<u>Total Turnover</u>	<u>Available for Relocation</u>
2	1,065	210
3	1,145	230
4	495	100
5	280	55

- c) New construction. 1) New public and private construction in renewal areas. With reference to this question, it is assumed that the response should relate to relocation housing construction, that is housing potentially useful for relocation. As of this time, therefore, new construction in West End, Whitney St., No. Harvard and Mattapan is not included, as it is not, at present and projected rentals, of any significant use for relocation.

The following estimates are based on the most recent information from various project directors in the Redevelopment Authority.

<u>Project</u>	<u>Year</u>	<u>Start of Con- struction & Type</u>	<u>Number Of Units</u>	<u>Size-Cost</u>
Washington Park	1963	221d3	500	1BR-\$75 2BR-\$85
	1964		125	3BD-\$95 4BD-\$105
South End Castle Sq.	1963	221d3	200	same
	1963	public elderly	100	1BR w/min- imum rents of \$45, \$47 & \$57
Other South End	1964	221d3 public elderly public regular	200 150 200	same same 1-4BRS

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

<u>Project</u>	<u>Year</u>	<u>Start of Con- struction & Type</u>	<u>Number Of Units</u>	<u>Size-Cost</u>
Waterfront	1963	No construction		
	1964	221d3	500	same
South Cove	1963	No construction		
	1964	221d3	100	same
Parker Hill		No estimated available		
Charlestown	1963	No construction		
	1964	221d3 - rent	350	same
		221d3 - sales	30	2-3BRS @ \$11-15,000
		public elderly	50	same
TOTAL	1963	221d3 rental hou- sing units	600	
		Public housing for elderly	100	
	1964	221d3 rental units	1,150	
		221d3 sales units	30	
		Housing for el- derly	200	
		Public housing for families	200	

d) New public construction outside renewal areas.

All public housing construction to date has occurred outside renewal areas. Charts are being made to inquire that units of housing for the elderly will be undertaken in Castle Square in 1963, and additional elderly and family public housing for other parts of South End and Charlestown and possible, Washington Park in 1964. Other than these, none of the present

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

developments proposed by BPHA are in renewal areas.

The present schedule of the BPHA:

<u>Year</u>	<u>Type</u>	<u>No. of Units</u>
1963	Fed. -Elderly	96
1963	State-Elderly	80
Total new units available in 1963		176
1964	Fed. -Elderly	50
1964	Fed. -Elderly	82
1964	Fed. -Elderly	72
1964	Fed. -Elderly	64
1964	State-Elderly	56
Total new units available in 1964		324

- e) In 1962 site offices for rehabilitation were established in an early rehabilitation area in Washington Park and in a demonstration area in South End. Activity during 1962 was concerned primarily with establishing these rehabilitation areas and the site offices, and staffing of these. Preliminary work was done with a small number of property owners in each area on proposals for their structures, including inspections, estimating alternatives for needed repairs, costing of the repairs and proposing financing. Many more owners were contacted in initial discussions of rehabilitation procedures and potentialities.

Rehabilitation in Renewal Areas

<u>Action</u>	<u>Project</u>	<u>Year</u>	<u>Prop- erties</u>	<u>Units*</u>
Rehab. work committed or in progress	W. Park	1963	6	55
	S. End	1963	10	30
Rehab. work in planning	W. Park	1963	65	401
	S. End	1963	25	80

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

<u>Action</u>	<u>Project</u>	<u>Year</u>	<u>Prop- erties</u>	<u>Units*</u>
Initial interest in rehab. indicated	W. Park	1963	14	39
	S. End	No estimate	available	
Referred to BPHA for rehab.%	W. Park	1963	18	50
	S. End	1963	8	24

*It is not possible at this time to draw up firm estimates of the total number or properties or dwelling units in each area which will under go rehabilitation treatment in the next 2 years.

%The BPHA has involved itself in rehabilitation in these 2 project areas. Although a modest number of properties are involved, this is a significant step forward in the housing for displaced families.

A.6 COMMUNITY EFFORTS TO ASSURE REHOUSING IN VOLUME EXPECTED OVER THE NEXT TWO YEARS

Measures taken to assure the construction of new housing:

- a) Delineation of housing reuse parcels during project development and discussions with and publicizing of these potential sites with various prospective developers.
- b) BRA staff services and advice to prospective developers as to the characteristics of residential reuse parcels, the zoning and other development controls, the procedures for and requirements of FHA financing for new construction (221d3).
- c) Continuing liaison with local FHA office by BRA staff to advise and inform them on prospective residential developments for various reuse parcels, using FHA financing.

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

- d) Koch-Waltch contract in which prototype housing designs and construction plans have been prepared, so as to minimize cost and loss of time for developers in preparing to start construction. These designs and plans can be used in all project areas.
- e) Discussions of specific proposals and sites with developers that have had outstanding experience with large-scale, efficient, mass produced housing developments.
- f) New housing proposals in the city to be completed in the next two years:

1963

<u>Location</u>	<u>Type</u>	<u>No.of Units</u>	<u>Rent or Sale Price</u>
SOUTH END			
Castle Sq.	221d3	200	1-4 BRS @ \$75-105
Castle Sq.	Hsg. for Elderly	100	1BR @rents from \$45- \$57
WASHINGTON PARK			
(E) Notre Dame (7 acres)	D3	200	1-4 BRS @ \$75-105
(B-1) Townsend St. (4 acres)	D3	100	same
(C-2) Humboldt & Cross- town (5 acres)	D3	140	same
(Part, C-1) Walnut Ave. (2 acres)	D3	60	same

1964

SOUTH END			
Northampton St.	D3	200	same
	Hsg. for Elderly	150	1 BR @ \$45 -\$57
	Regular	200	1-4 BRS
	Public		\$40-55 min.
	Hsg.		

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

1964 (cont.)

<u>Location</u>	<u>Type</u>	<u>No.of Units</u>	<u>Rent or Sale Price</u>
WASHINGTON PARK			
(C-3) Humboldt & Cross- town (4 acres)	D3	125	same
CHARLESTOWN			
3 re-use parcels in	D3	400	same
Stage 1	D3	30	sales hous- ing
	Housing for Elderly	60	same

With reference to the measures taken to assure construction will take place and the steps being taken to overcome deficiencies, it is necessary to bear in mind that housing programming to date is not actually based on needs of the majority of the relocation populations in the Project Areas. In the present ways of programming, the guidelines for conducting it are: 1) availability of land for residential use in renewal areas; 2) density of 25-30 du's per acre (also a general commitment to exclude high rise housing - over 4 stories); 3) use of 221 (d) (3) program for almost all residential construction.

It appears certain that there are deficiencies in housing resources for relocation. But given these general program guidelines, and a definite go-slow attitude towards public housing, particularly regular program (non-elderly), it would not appear useful to point up the fact that there are deficiencies, because the policies that have already been established were so established with that fact fully recognized. The only steps to overcome deficiencies have been: 1) programming of 221(d) (3) - useful for about 30% of the relocation population; 2) tentative, general discussions of sites for public housing construction by BPHA in renewal areas, without one firm commitment of a site to date; and 3) the modest beginning on rehabilitation by the BPHA in Washington Park and South End.

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

A.7 BOSTON DOES NOT HAVE A LONG RANGE (BEYOND TWO YEARS) PLAN FOR PROVIDING HOUSING FOR DISPLACED FAMILIES.

A long-range plan for all Title I and other public displacement housing needs, taking into account the competing housing demands of the normal market, has not been prepared.

For each renewal area, there are or are being developed housing plans for the specific area.

The basis for developing a long-range housing plan was recommended in the Management Services Associates, Inc. report on a comprehensive relocation program. Action on some of these recommendations should be forthcoming within the next month. Further work relating to the preparation of a long-range plan is proposed to be carried out in the CRP program. A revision of this program is being developed at this time.

A.8 CHANGES IN THE AVAILABILITY OF HOUSING FOR DISPLACED FAMILIES

The significant changes in 1962 in community's ability to provide relocation housing are:

- a) Establishment of more effective homefinding procedures and increased staff to perform rental and sales homefinding, inspections and referrals in relocation site offices. This enhances our ability to capture existing standard housing for families and individuals to be relocated.
- b) Construction and opening of six housing for the elderly developments in 1962 providing a total of 384 more low-cost housing units; start of construction during 1962, with completion in 1963, of 2 housing for the elderly developments with 176 low-cost units.
- c) Land acquisition in 1962 in Castle Square and Washington Park for clearance of areas designated for construction of low and moderate-cost housing;

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

education and service to interested developers in the preparation of specific housing proposals for these areas.

- d) Filing of bills in 1962 in State Legislature to extend fair housing (open occupancy) laws to all housing for sale or rent (excl. owner-occupied two family house).
- e) Creation by the Mayor of Boston's Committee on Minority Group Housing that will work with real estate, home construction, mortgage financing and insurance and banking agencies and companies, and with urban renewal and public housing officials to assure equal opportunities and improved facilities in housing for minority group families.

A.9 NEW PUBLIC HOUSING

During 1962, six new developments, specially designed for occupancy by the elderly, were completed and opened for tenancy. Five of these developments are Federally-aided and one is financed with State assistance. The location and size of these new developments are shown in the following tabulation:

<u>Development Number</u>	<u>Identity</u>	<u>Location</u>	<u>Number of Apartments</u>
<u>Federally-Aided:</u>			
Mass-2-25	Bickford	Roxbury	64
Mass-2-26	Pond Street	Jamaica Plain	44
Mass-2-27	Annapolis	Dorchester	56
Mass-2-28	Ashmont	Dorchester	54
Mass-2-29	Elm Hill	Roxbury	86
<u>State-Aided:</u>			
Boston 667-1	Franklin Field	Dorchester	<u>80</u>
Total Apartments			384

Also during 1962, two additional developments for the elderly were placed under construction. Both will be completed in 1963. As shown in the following tabulation, one is being developed under the Federal program and the other under the State elderly program:

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

<u>Development Number</u>	<u>Identity</u>	<u>Location</u>	<u>Number of Apartments</u>
<u>Federally-Aided:</u>			
Mass-2-30	Bay View	South Boston	96
<u>State-Aided:</u>			
Boston 667-2	Franklin Field	Dorchester	<u>80</u>
Total Apartments			176

The Housing Authority has entered into an annual contributions contract with the Public Housing Administration to build four more developments for the elderly. A fifth development, also designed for elderly occupancy, is awaiting a financial assistance contract with the State Housing Board. Location and size of these five developments scheduled for completion in 1964 are as follows:

<u>Development Number</u>	<u>Identity</u>	<u>Location</u>	<u>Number of Apartments</u>
<u>Federally-Aided:</u>			
Mass-2-33	Jay Street	South Boston	50
Mass-2-35	Washington St.	Brighton	82
Mass-2-36	W. Ninth St.	South Boston	72
Mass-2-37	Chestnut Hill	Brighton	64
<u>State-Aided:</u>			
Boston 667-3	Clare Avenue	Hyde Park	<u>56</u>
Total Apartments			324

The Public Housing Administration has given tentative approval of the following four sites for elderly housing and development programs are being prepared:

<u>Development Number</u>	<u>Location</u>	<u>Tentative Number of Apartments</u>
Mass-2-31	Mattapan	160
Mass-2-32	Mattapan	100
Mass-2-34	Hyde Park	50
Mass-2-38	Dorchester	<u>30</u>
Total Apartments		340

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

The Housing Authority's proposals of an additional site in Dorchester for new construction and eight sites in the Washington Park Renewal Area of Roxbury for rehabilitation and conversion of existing private structures to low-rent public housing use with Federal financial assistance are currently under review by the Public Housing Administration.

The structures under consideration for rehabilitation were suggested by the Boston Redevelopment Authority and presently contain 50 units in buildings of various types including single family, three decker, and small brick multiples, the largest having 12 units.

The completion of the Bay View development of 96 apartments, now under construction, will exhaust the 400-unit program authorized by the Public Housing Administration. The 268 units recently placed under annual contributions contract and the 340 units planned for sites recently approved by the Public Housing Administration are being developed under a subsequent 1,000 unit program authorization. The additional sites proposed for Public Housing Administration approval, including rehabilitation locations, will be further deductions from the 1,000 unit authorization.

At the present time, the Housing Authority has under management thirty-one developments containing a total of 14,221 dwelling units:

<u>Program</u>	<u>Developments</u>	<u>Units</u>
Federally-Aided		
General	15	10,156
Elderly	<u>5</u>	<u>304</u>
Total	20	10,460
State-Aided		
Veterans	10	3,681
Elderly	<u>1</u>	<u>80</u>
Total	11	3,761
Combined Programs	31	14,221

The distribution of these units according to bedroom size is as follows:

	<u>1BR</u>	<u>2BR</u>	<u>3BR</u>	<u>4BR</u>	<u>5BR</u>
Federally-Aided					
General	2,595	4,067	2,679	694	121
Elderly	<u>288</u>	<u>16</u>	<u>---</u>	<u>---</u>	<u>---</u>
Total	2,883	4,083	2,679	694	121

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

	<u>1BR</u>	<u>2BR</u>	<u>3BR</u>	<u>4BR</u>	<u>5BR</u>
State-Aided					
Veterans	468	1,675	1,264	220	54
Elderly	<u>80</u>	<u>---</u>	<u>---</u>	<u>---</u>	<u>---</u>
Total	548	1,675	1,264	220	54
Combined Programs					
	3,431	5,758	3,943	914	175

During 1962, a total of 1,887 public housing apartments were vacated. This represents an annual turnover rate of 13.5 percent. The following tabulation shows the size distribution of units vacated:

Number of Bedrooms:	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>
Number of Units:	362	805	576	120	24

At the end of February, 1963, less than one percent (0.8 percent) of all apartments were unleased. Unleased apartments include units under renovation after vacation and units awaiting leasing by prospective tenants notified of apartment availability.

Eligible families are admitted to developments in all programs in accordance with relative housing need regardless of race, creed, color or national origin. At the present time, non-white occupancy constitutes 15.1 percent of the Housing Authority's total program.

Families which are to be displaced by any public slum clearance, redevelopment, or urban renewal project, or which were so displaced within three years prior to applying for admission to public housing are given first preference in admission, along with families displaced by a low-rent public housing project, or through action of a public body or court in the enforcement of housing standards or the demolition, closing or improvement of dwelling units. This preference is also applicable to families required to move because they cannot afford the increased rent caused by improvement of a dwelling unit to bring it into compliance with housing standards.

The Housing Authority admits as tenants to Federally-aided housing families who meet the following requirements:

- a) families whose net income comes within the maximum income limit;
- b) families consisting of two or more related persons, except for individuals 65 years of age and over;

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

- c) families in need of housing who are living in unsafe, unsanitary, overcrowded, or otherwise substandard housing, or who are being displaced by slum clearance, public housing, etc., or are without housing through no fault of their own;
- d) families meeting statutory citizenship requirements; and
- e) families who have been residents of the City of Boston for at least 3 years. This administrative requirement has been waived for displaced families on an individual case basis.

Occupancy in State-aided (veteran) housing is restricted to families of veterans of two or more persons, except that when units are available for which there are no eligible families, individual veterans over fifty years of age or non-veterans over sixty-five years of age may be admitted. Other admission requirements are the same as indicated for the Federal program.

Income limits for admission and continued occupancy:

a. Federal program:

<u>No. Persons In Family</u>	<u>Maximum Income Limits in Terms of Net Family Income After Exemptions</u>		
	<u>Admission</u>		<u>Continued Occupancy</u>
	<u>Regular</u>	<u>Special*</u>	
1 or 2	\$3,600.	\$4,500.	\$4,950.
3 or 4	3,800.	4,750.	5,225.
5 or 6	4,100.	5,125.	5,638.
7 or more	4,400.	5,500.	6,050.

*In view of the special hardships faced by low-income families displaced by public action and in order to facilitate their rehousing, the Housing Authority has established special admission income limits for these families that are higher than for other low-income families under the Federal program.

b. State program:

<u>Number of Minors in Family</u>	<u>Maximum Income Limits in Terms of Net Family Income</u>	
	<u>Admission</u>	<u>Continued Occupancy</u>
0	\$4,350.	\$5,000.
1	4,550.	5,200.
2	4,750.	5,400.
3	4,950.	5,600.
4	5,150.	5,800.
5	5,350.	6,000.

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

c. State program - (Elderly):

<u>Number of Persons in Family</u>	<u>Maximum Income Limits in Terms of Net Family Income</u>	
	<u>Admission</u>	<u>Continued Occupancy</u>
1	\$2,500.	\$3,125.
2	3,000.	3,750.

Net Income for eligibility purposes means total gross family income from all sources to all members of the family including children, less certain deductions such as, amounts taken out of earnings for social security or other pension benefits. An exemption of \$100 in the Federal program, and \$200 in the State Veterans' program, is allowed for each minor member of a family. Further exemptions are allowed in connection with disability or death benefits for military service.

Minimum Rent Charge:

The rental charges in public housing are related to the income of each tenant. Minimum rent charges, however, have been established as follows:

Regular minimum rent (all bedroom sizes):

Federal program - General	\$40.00
Federal program - Elderly	45.00
State program - Veteran	50.00
State program - Elderly	57.00

Special minimum rent for tenants receiving Old Age Assistance, Disability Assistance and Aid to Dependent Children Allowances from the Welfare Department and residing in Federal and State-aided (Veterans) housing developments:

1 or 2-bedroom	\$47.00
3 or more bedrooms	55.00

These minimum rents are gross rental charges and include the cost of heat, continuous hot water, electricity for lighting and electricity or gas for cooking and refrigeration.

This summarizes current progress in development and planning of the Housing Authority's low-rent programs and provides some related information on the existing programs in operation.

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

With respect to future planning, in order to meet additional housing needs among elderly families of low-income and relocation needs among displaced families in coordination with the Boston Redevelopment Authority, the Housing Authority is preparing to apply, subject to approval by the Mayor and City Council, for an additional authorization of 1,000 dwelling units under the Federal program.

B. BUSINESS RELOCATION

During 1962 the business relocation workload came from the Government Center Project. A total of 803 businesses are scheduled to be relocated from the project area. By the end of 1962, 433 firms has been displaced. 354 of these were satisfactorily relocated while the remaining 79 firms either liquidated or their whereabouts is unknown.

For the total Boston program involving four projects carrying a business relocation workload (Washington Park and South End early acquisition area and West End and "Government Center") 497 businesses remained to be relocated at the end of 1962.

B.1 STUDY OF BUSINESS RELOCATION PROBLEMS AND REQUIREMENTS

In a preliminary report submitted to the BRA on "Forced Business Relocation and the City of Boston," by John P. Alivizos the following are typical business relocation problems of businessmen in the Government Center Project.

- a) Competing for space with others also being forced out of the area.
- b) Rents for available space were considerably higher.
- c) Owners of available space raised rents in view of high demand.

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

- d) Special space requirements involving access to public transportation, pedestrian traffic, trading and delivery patterns, proximity to customers and sources of supply, as well as particular labor pools, etc.
- e) Limited finances.
- f) Declining sales due to impeded traffic and other inconveniences in operations.
- g) Lack of an awareness of marketing and business operation shifts and trends and effect on relocation policy.
- h) Many lack knowledge of efficient space utilization methods and materials handling.

To deal with these problems the report made several recommendations including:

- a) Provide professional services to business relocatees utilizing staff that is acquainted with the problems of the businessman and his needs as well as a knowledge of real estate, financing, and land development.
- b) Establish a central business relocation division responsible for the formulation of policies, methods, and procedures that will insure the effective execution of relocation activities in the best interest of the total program and the economy of the community at large.
- c) Speed up the processing of relocation payments and offer pro-tanto payments of relocation expenses.
- d) Develop a schedule of fixed relocation payments for businesses in order to reduce time delays involved in the re-imbursement of relocation expenses.
- e) Absorb relocation costs over \$25,000 in forthcoming projects if Federal regulation are not changed to raise the ceiling in order to reduce the impact of

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

relocation costs on large firms.

- f) Establish an automatic rent reduction plan for the purpose of providing relief for the usual loss of sales experienced as soon as demolition in the project begins.
- g) Establish relocation teams for special projects whose responsibility would be for rendering services to specific business types such as food wholesaling and processing.
- h) Initiate a new venture, business opportunity program for the purpose of minimizing dissolutions and disappearances of displaced businesses.
- i) Expand the program for providing financing assistance to businesses so as to take better advantage of the SBS generous loan program.
- j) Establish a relocation policy and planning advisory committee to combine the talents and varied experience of business operators, financing, real estate, marketing-management experts and authorities as a counseling arm of the Central Business Relocation Division.
- k) Provide relocation assistance to businesses displaced by government action other than urban renewal.

C. MINORITY GROUP DISPLACEMENT

Prior to 1962, 3,274 families and single person households have been displaced from Title I projects in Boston. Of these, 3110 (95%) were white families.

During 1962, 370 families and single person households were displaced from Title I projects in Boston. 345 or 93% of these were white families.

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

There is no data available on the racial composition of families and individuals displaced from highways, turnpikes, state office buildings, or other public improvements in the past.

During 1963, it is estimated that 1329 families will be displaced from Title I Projects. Of these, 684 or 52% are white families.

There is no data available on the racial composition of families and individuals that will be displaced during 1963 from other public improvements.

The Commonwealth of Massachusetts has fair housing laws that are among the most extensive of any state. These provide for open occupancy in all housing in buildings of 3 or more dwelling units. Legislation has been filed with the State Legislature this year to extend this coverage to all housing (except owner-occupied two-family houses).

Urban renewal programs are carried out under federal enabling legislation that provides safeguards (and provided these prior to the President's Executive Order on Discrimination). Any housing built or rehabilitated in urban renewal areas or with FHA financing outside urban renewal areas must be available to renewal area residents regardless of race, color, creed, or national origin.

The BRA is fully cognizant of its responsibilities for the satisfactory relocation and housing of all of its displacees, and has established its housing and relocation programs with recognition of the requirements of law. In relocation, all families and individuals are informed of their rights and responsibilities as these affect their relocation and the housing used in relocation.

In developing the renewal and relocation plans for the South End and Washington Park areas, the Authority staff has worked closely with minority leaders in the renewal areas and in the community to assure that adequate attention has been paid to minority housing matters. Regular meetings have been held and will continue to be held with representatives of the NAACP, ESCRU, Fair Housing Federation, Fair Housing, Inc., MCAD,

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

Core and Massachusetts Committee Vs. Discrimination in Housing to discuss minority housing matters and to formulate methods of action and cooperation on such housing matters.

In January 1963, the Mayor officially appointed Boston's Committee on Minority Housing. This Committee is composed of 25 persons prominent in fields of real estate, banking, labor relations, law, insurance, community organization and relations, civil rights and housing. It is staffed by a professional intergroup relations specialist employed by the BRA. The Committee has been actively at work establishing a program and becoming oriented to the Development Program.

Fundamentally, the responsibility of the Committee is to seek to open the local housing market, thereby facilitating the success of the relocation operation and the whole Boston renewal effort. A basic determinant for the success of this Committee will be the close relationship between its task and the planning and staging operations of the Boston Redevelopment Authority. It would not be prudent to attempt to open the local housing market and to encourage the dispersion of displacees without first making certain that BRA plans and operations will not at the same time result in new racial or economic ghettos.

At the very beginning of its operation, the Committee will take an overall look at the whole Boston Urban Renewal program, including all GNRP's and other projects. This comprehensive view of the City's urban renewal schedule for the next several years should be viewed in the light of a comprehensive relocation program devised by BRA for displacees during the same period, providing for a healthy ethnic balance in the total Boston community.

The Committee is to focus special attention on removing all restrictions referred to above as existing in the Boston housing market for Negroes at this time.

Particular attention shall be given to utilizing the various potentials of the 1961 Federal Housing Act for increasing the supply of housing greatly needed for low and middle-income families.

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

The Committee on Minority Housing should make every effort to insure the furtherance of integration. The following should therefore be incorporated:

- a) The Committee should assume the responsibility for mobilizing public and private intergroup relations resources to provide guidance and assistance to displacees, including self-relocatees, to seek housing in every section of the standard metropolitan area of Boston where their incomes permit.
- b) This effort should be a planned approach to non-segregated housing.
- c) This planned approach should include actively seeking listings outside of existing minority concentration or changing neighborhoods.
- d) A conscious effort should be made not only to inform families of the fair housing laws, but also to create an awareness as to the advantages of various sections of the city for re-housing. They should be thoroughly briefed on the general housing picture and where they are most likely to find housing to meet their requirements.
- e) Special attention should be given to increased use of social services to meet financial as well as emotional needs arising from relocation.

D. PROGRESS MADE IN ESTABLISHING WORKING RELATIONSHIPS WITH OTHER AGENCIES CAUSING FAMILY DISPLACEMENT

There has not yet been a serious attempt to develop these sorts of relationships with code enforcement agencies causing displacement or with the ONI.

There are two areas in which BRA took some action in these directions:

IV-1 RELOCATING DISPLACED FAMILIES AND BUSINESSES (cont.)

- a) Conducted family surveys in the South Cove portion of the Turnpike right-of-way to determine housing needs and requirements for families and individuals to be displaced from these areas.
- b) Publicly supported in 1962 and 1963 bills to provide full relocation services (homefinding and moving expenses) for highway displacees and displacees of all other public action; aided in the preparation of this legislation and of legislation authorizing cities and towns to expend funds for these purposes.

IV-2 FINANCING

LONG RUN OBJECTIVES: Within the general objective of "developing the means for meeting the costs of carrying out an effective program for the elimination and prevention of slums and blight," the following are specific goals which Boston seeks to achieve over the long run.

- a) To establish through the capital programming process a cost estimate and a continuing link between the Boston Development Program as an action effort and the basic objectives of sound physical development patterns and municipal fiscal stability and improvement.
- b) To encourage private and other public and quasi public sources to participate financially in all phases of community improvement.
- c) To encourage a balanced allocation of financial resources to the various aspects of the Workable Program for Community Improvement according to realistic priorities and changing emphasis and needs.
- d) To promote efficiency and economy in municipal government.

TARGETS FOR THE NEXT YEAR: Within the scope of the long run objectives, the following targets are established to be achieved during the next year.

- a) Obtain increased budget allocations for systematic code enforcement programs throughout the city under the Office of Neighborhood Improvement.
- b) Obtain financial assistance for the Community Renewal Program from the City Council, from the Massachusetts Port Authority via encouraging them to undertake

IV-2 FINANCING (cont.)

a study of the port as part of that program and from others where possible.

- c) Revise and up-date the Capital Improvement Program estimates and schedules on the basis of current and subsequent general and project planning and the work carried out under the CRP.
- d) To work for the passage of state legislation that will improve the city's fiscal condition; i.e., permission to levy taxes on transit authority's parking lots which are income producing, provide state subsidy to cities and towns having located in them accredited institutions of higher learning at \$100 per student to help pay for the services they receive; permission to levy taxes on certain properties of the Massachusetts Port Authority such as the Motel at Logan International Airport; and to have the state reimburse the transit authority ten cents for each student fare paid.

PROGRESS DURING THE PAST YEAR: In summarizing the progress during the past year, the following highlights stand out as progress made in the area of financing the Boston Development Program.

- a) Completed Capital Improvements Program, 1963-75.
- b) Assisted with obtaining financing for the Action for Boston Community Development Program from private sources. See Part IV, Section B for other studies.
- c) Improvement of municipals operations include: better revenue collection record; better administrative control over internal city financial receipts and receiveables; crack down on tax delinquency and increases in tax takings by the city; and elimination of the poll tax which cost the city money to collect.

IV-2 FINANCING (cont.)

- d) Statements were prepared outlining the fiscal resources of the city as they relate to carrying out the community renewal and improvement program.

A. BUDGETS

<u>Item</u>	<u>Amount Approp'd 1962</u>	<u>Amount Budgeted 1963</u>	<u>Source of Funds</u>
CODE ENFORCEMENT			
Building Department	780,131	810,025	Fees; Gen. Fund
Health Department	410,845	391,751	Fees; Gen. Fund
Fire Department	420,000	405,000	Fees; Gen. Fund
Office of Neighborhood Improvement	76,000	161,449	General Fund
OFFICE OF DEVELOPMENT	16,000	38,200	General Fund
ZONING ADMINISTRATION			
Board of Zoning Adjustment	2,400	2,400	General Fund
Zoning Commission	2,400	2,400	General Fund
Zoning Board of Appeals	32,300	33,265	General Fund
Zoning Administration	*	*	
COMPREHENSIVE PLANNING (BRA)	169,770	125,780	General Fund
NEIGHBORHOOD ANALYSIS (BRA)	*	*	

*Included in the Budget of the BRA Planning Department.

B. NON CITY FINANCIAL CONTRIBUTIONS TO COMMUNITY IMPROVEMENT
ACTIVITIES:

IV-2 FINANCING (cont.)

Activity	Contribution	Value
Preparation of a bibliography of Planning Studies by the Planning Services Group (private planning consultants for the Massachusetts Transportation Commission (P-24). 1961-62.	Commonwealth of Massachusetts; 50% of matching funds	\$ 75,000
Conducting experiments and demonstrations in Mass. Transportation by the Mass. Transportation Commission. 1962	Commonwealth of Massachusetts; matching funds with HHFA	1,800,000
Preparation of a comprehensive general plan for the Boston Metropolitan area by the Mass. Transportation Commission (P-24). 1963	Commonwealth of Massachusetts; matching funds with the Bureau of Public Roads and the HHFA.	800,000
Study of land use and transportation in the North Terminal Area by the North Terminal Area Policy Committee. 1961-62	Boston & Maine Railroad. Boston Redevelopment Authority City of Cambridge Massachusetts Department of Public Works Massachusetts Port Authority Massachusetts Transportation Commission Metropolitan District Commission Metropolitan Transit Authority	12,500 15,000 500 10,000 25,000 5,000 15,000 5,000
Project Planning for the Central Business District 1962.	Committee for the Central Business District	150,000

IV-2 FINANCING (cont.)

<u>Activity</u>	<u>Contribution</u>	<u>Value</u>
Project planning for the Waterfront project. 1961	Greater Boston Chamber of Commerce	\$ 150,000
Study of the space and location requirements of the Greater Boston wholesale food and flower market. 1961	US Dept. of Agriculture Marketing Service	75,000
Social planning and services coordinated with Boston's renewal program and the study of a number of social problems. 1962	Ford Foundation	1,900,000
Business Relocation in Urban Renewal Programs by John P. Alévizos (Boston College). 1962	Massachusetts Department of Commerce; matching funds under Section 314 of the National Housing Act.	26,817
	BRA	4,000
Housing Mobility of Middle-Income Negro Families Residing in a Neighborhood Undergoing Urban Renewal. 1962.	Massachusetts State Housing Board, ABCD, United Community Services and Brandeis University: matching funds under Section 314 of the National Housing Act.	33,300

C. CHANGES IN BUDGETS FOR COMMUNITY IMPROVEMENT ACTIVITIES:

No significant changes have been made in the money allocated to community improvement activities. As shown in Section A, some budgets are higher this year than last year, some lower. However, the city is allocating \$60,424 more in 1963 to

IV-2 FINANCING (cont.)

community improvement matters than it did in 1962. Shifts in budgeted amounts are caused in part by shifts in responsibilities such as the responsibility of the Office of Neighborhood Improvement for systematic code enforcement throughout the city's Improvement Areas.

Reductions in the BRA planning Budget is in part explained by shifts of personnel to the Office of Development and the completion of specific studies such as the Historic Site Conservation Study costing \$10,000 financed out of the Office of Development during 1962.

D. FINANCING BOSTON'S SHARE OF URBAN RENEWAL PROJECT COSTS:

The following table shows the estimated expenditures for Boston's renewal projects and the sources of funds for financing these expenditures.

Bonds have been issued to cover the local cost of the three projects in execution. While \$1,700,000 is to be spent during the completion of these three projects, \$2,000,000 is available to cover these costs.

a) The use of certain institutional expenditures.

Under Section 112 of the Housing Act of 1949, as amended, a community may count as if it were its own expenditures certain monies spent for land acquisition by eligible hospitals and educational institutions, provided the land involved is used for educational or hospital purposes and is subject to the provisions of an urban renewal plan or approved institutional development plan. For every dollar of eligible institutional expenditure the city is entitled to two dollars of federal capital grant money. The city may collect its credits in one project area of the city where they are concentrated and use whatever surplus is not required in that project in other projects.

TABLE I

(000's)

Federal Reservations and Local Share

December 31, 1962

Project	Net Project Cost	Federal Reservations and Grants (1)	Local Share	State Contribution	Creditable State Construction	City of Boston Share	Ineligible City Payments	Approx. Int'l Cost	City Total Cost
<u>Execution Cost</u>									
New York Streets	4,800	3,200	1,600	800	"	800	"	306	1,106
West End	16,410	10,940	5,470	2,735	100	2,635	180	580	3,395
Whitney Street	1,550	"	1,550	"	"	1,550	"	450	2,000
						Total	180	1,300	6,500
<u>Early Land Acquisition</u>									
Government Center	35,600	23,700 (2)	11,900	5,950	"	5,950	"	"	"
Washington Park	27,800	16,500 (2)	11,300	4,600	"	6,700	"	"	"
South End	34,200	22,800 (2)	11,400	5,700	"	5,700	"	"	"
<u>Planning</u>									
Charlestown	21,000	14,000 (2)	7,000	3,500	"	3,500	"	"	"
Waterfront	22,200	14,800	7,400	3,700	"	3,700	"	"	"
Central Bus. Dis.	27,600	18,400 (2)	9,200	4,600	"	4,600	"	"	"
South Cove	12,900	8,600 (2)	4,300	2,150	"	2,150	"	"	"
Parker Hill-Fenway	3,900	2,600	1,300	650	"	650	"	"	"
East Boston	5,600	3,700	1,900	950	"	950	"	"	"
Jamaica Plain	5,100	3,400	1,700	850	"	850	"	"	"
Back Bay	900	600	300	150	"	150	"	"	"
South Boston	6,700	4,500	2,200	1,100	"	1,100	"	"	"
No. Harvard	400	300 (2)	100	50	"	50	"	"	"
Matapan	1,300	900 (2)	400	200	"	200	"	"	"
Rox.-No. Dorchester	"	"	"	"	"	"	"	"	"
Downtown North	"	"	"	"	"	"	"	"	"
Downtown	"	"	"	"	"	"	"	"	"
Total	228,000	149,000	79,000	38,000	100	41,000			

(1) Does not include relocation payments

(2) Proposed

IV-2 FINANCING (cont.)

During 1962, Mr. Julian Levi, a nationally known expert on the application of urban renewal to the problems of institutional development completed a comprehensive study of municipal-institutional relationships in Boston. His study considered the relation of institutions to their neighborhoods; the impact of their growth on the city's economic and tax base; and the potential credits available to the city from certain institutional expenditures.

His report indicated that there is a concentration of \$31,953,000 of potential 112 credits within the city's urban renewal areas. Used as local credits, they can develop over \$60,000,000 in Federal Capital Grants to pay for renewal in Boston.

b) Expenditures by other public agencies.

The city may claim credit for expenditures by other public agencies which support urban renewal projects. For example, the MDC skating rink and swimming pool authorized for Charlestown can be counted as if it were a city expenditure in the Charlestown urban renewal financial plan. Certain DPW highway expenditures can also count. It is very difficult to make accurate projections for the total amount of creditable expenditures from this source, but every effort is being made to integrate our program with those of other agencies.

c) Municipal parking garages.

Under existing federal law the city may provide parking garages as part of the local share of project cost. There are many project areas, Government Center being one, where such garages are a necessity if the urban renewal plan is to be successful. The city may build the garages and lease them at rentals sufficient to pay off its capital costs. Thus, this portion of project cost is essentially self-liquidating.

IV-2 FINANCING (cont.)

d) School Construction.

City expenditures for school construction are partially reimbursed by the Commonwealth. Under existing state legislation Boston bonds for the full cost of a school and then receives, as financial assistance from the Commonwealth over the life of the bonds, 30% of each principal payment. This has a further effect in reducing the city's share of renewal costs. I believe the 30% formula is unfair to Boston and other cities and towns and should be revised upward in recognition of the large volume of school construction which the city faces. Legislation to improve the formula has been presented to the Legislature for its consideration as part of Mayor Collins' 1963 legislative program.

e) Chapter 121 of the General Laws.

Under Chapter 121 of the General Law the Commonwealth has accepted an obligation to pay up to one-half of the local share of urban renewal projects. This statutory provision is in line with legislative action in Connecticut, New York and a few other states.

Under Massachusetts law the city again must first provide for its full share of the expenditure and then receive back, over a 20-year period, one-half of the local share.

We believe this law should be construed to mean that this one-half is for the full one-half of the local share of a project's cost and is not reduced by whatever credits the city is able to obtain from creditable institutional expenditures, state payments for school construction or for that matter, state or metropolitan expenditures for creditable improvements. Any other interpretation would have the Commonwealth nullifying the local financial assistance allowed by the Congress and by the Commonwealth itself.

IV-2 FINANCING (cont.)

There are two ways in which the city may provide the funds it is required to provide directly. One is by bonding and the other is by direct appropriation from currently available funds.

There are four principal types of bond authorizations for financing the city's local share.

a) Section 26CC of Chapter 121.

Section 26CC of Chapter 121 authorizes so-called 20-year development bonds up to 2.5% of the city's assessed valuation, with the approval of the Emergency Finance Board. (Boston has outstanding \$6.5 million of these bonds.) The unused authorization is \$31 million.

b) Section 7 of Chapter 44.

Section 7 of Chapter 44 authorizes general obligation bonds for municipal purposes. Local non-cash grants-in-aid such as municipal buildings, police and fire stations, community centers, libraries, sewers and streets can be financed under this section. These bonds vary in maximum length from 10 to 30 years depending upon the purpose for which they are authorized. The limit is 5% of assessed value, and the city's present unused authorization is about \$9 million. The city is retiring existing debt under this category at the rate of approximately \$5 million per year.

In addition to local approval by the City Council, the approval of the Emergency Finance Board is required for use of this authorization.

c) Chapter 645 of the Acts of 1948, as amended.

School construction may be financed outside the debt limit under the provisions of Chapter 645 of the Acts of 1948, as amended. In addition to local approvals these bonds authorizations must have approval of the School Building Assistance Commission

IV-2 FINANCING (cont.)

and the Emergency Finance Board.

d) Chapter 474 of the Acts of 1946.

Off-street parking garages may be financed outside the debt limit from bonds authorized by Chapter 474 of the Acts of 1946 as amended. The approximately \$6 million remaining in this authorization will be almost entirely committed to the Haymarket Square garage in the Government Center. Legislation increasing this authorization has been submitted for consideration by the 1963 General Court.

It might well be in the public interest for a new comprehensive bonding authorization to be substituted for the various separate alternatives now available. In this connection consideration should be given to recent suggestions for an extension of redevelopment bond terms to 25 years, a principal payment moratorium for the first 5 years, level debt service thereafter rather than equal principal payments and a limit of 3% of assessed value rather than 2.5%. If this figure were made 5%, I believe it would be sufficient to take care of all Boston's cost for urban renewal.

The proposed deferred payment of principal and level debt service are a recognition that present law puts the highest debt charges on the city, on account of a project, at the time when it is least able to afford it. By deferring principal payments until project execution activities are more or less complete and tax revenues are incoming the city is more able to afford renewal. Likewise, equal debt service payments are more nearly in balance with the city's capacity to pay. It should be pointed out that equal debt service payments are customary for revenue bond financing and, in many states, for general obligation bonds.

E. FINANCING BOSTON'S COMMUNITY IMPROVEMENT:

It is clear that Boston must embark now on a major program of improvements in its municipal plant. This program is

IV-2 FINANCING (cont.)

demanded for several reasons. First, the obsolescence of many public buildings and their unappropriateness for the programs which they now and in the future must shelter, require that they be replaced or reconstructed.

Secondly, shifts in population densities of neighborhoods have created excess space in some sectors and cramped quarters in other communities. Standards have risen and desires have broadened in the demand for public services, requiring for example more recreational opportunities in older city neighborhoods, or a broadened spectrum of health programs.

Third, the effects of the deterioration of the years are increasingly evident as in the needed reconditioning of the 19th century sewer lines of the central city. The backlog of deferred replacements which were built up in every city and state during the depression and the war years, in Boston accumulated through the 1950's as well.

Fourthly, the city has the opportunity between now and 1975 to integrate the improvement of its municipal plant with the redevelopment of its private sector and the rehabilitation of its neighborhoods; and to achieve needed economy in so doing.

The spirit of this decade, the sixties, differs from that of the last in its optimism about change and its willingness to invest in this change. The capital spending proposals for 1963-75 reflect that spirit.

The significance of this program - its distinctiveness - lies in four areas. It proposes to do a thorough job of public facility renewal in a specific time period -- 12 years. Its successful achievement, its benefits, indeed, its origins, are part and parcel of this city's urban redevelopment program. It contains specific proposals for the reapportioning of program responsibilities and anticipates that the funds to do the task will be at hand when needed. And it is as concerned with the execution of the work as with the creation of a plan.

This capital spending program makes some hard choices on what Boston's priorities should be. It concludes that the city's first duty is to provide the neighborhood facilities and required core facilities which the majority of citizens and

IV- FINANCING (cont.)

workers now need and will need. Schools, libraries, recreational areas, streets, fire and police protection and traffic control are the first business of the city institutional services, despite their urgency for those few who need them, come after.

A base assumption of this program is that the Commonwealth in its acceptance of responsibility for TB sanatoria and studies such as the Governor's Committee's report on Jails and Houses of Correction is now demonstrating renewed concern for the welfare and rehabilitation of the sick, the indigent, the disorganized and rebellious. It is proper, therefore, to propose and to expect that the state will expand its services for correction and rehabilitation, for the infirm and in the training of personnel for achievement of research in serious illness.

Finally, a capital improvements program must respond to more than the stresses of finding dollars. In this 1963-75 program the means to achievement are underlined. Significant proposals are made for revisions of state law, for more flexible city procedures, for administrative reorganization to accomplish design and construction and for added technical services at various levels.

J41.1 BRA

Boston Redevelopment Authority.

Boston's workable program for community improvement, 1962.

